

MAYOR AND CABINET			
Report Title	Response to the Consultation on Remodelling Lewisham Council's Day Service Offer and Associated Transport including Evening Club Provision		
Key Decision	Yes	Item No.	
Ward	All		
Contributors	Executive Director for Community Services		
Class	Part 1	Date:	15 July 2015

Reasons for Lateness and Urgency

This report was not available for the original dispatch because of the need to complete consultation and ensure legal advice was confirmed. The report is urgent and cannot wait until the next meeting of Mayor & Cabinet on September 9 2015 as the reorganisation would be delayed prolonging uncertainty of provision for vulnerable service users.

Where a report is received less than 5 clear days before the date of the meeting at which the matter is being considered, then under the Local Government Act 1972 Section 100(b)(4) the Chair of the Committee can take the matter as a matter of urgency if he is satisfied that there are special circumstances requiring it to be treated as a matter of urgency. These special circumstances have to be specified in the minutes of the meeting.

1. SUMMARY

- 1.1. On 11th February 2015 the Mayor and Cabinet considered five proposals relating to changes to day services that would continue the process of modernising day services in Lewisham, making them more personalised, while also delivering savings. The Mayor at the Mayor and Cabinet meeting agreed that officers should proceed to consult formally on Option 5 which was presented to them. They also agreed that the consultation would also include changes to how the transport to day services is delivered, with a specific proposed reduction in the use of the Council's Door 2 Door service.
- 1.2. The meeting also considered seven options for the funding of transport to non statutory evening clubs but did not agree to any specific option, instead requesting that officers work to find alternatives that would support people being able to continue to attend the clubs, but more cost effectively. Overall these proposals would deliver £1.1 million of a £1.3 million savings target for day services and associated transport.

This report sets out the outcomes of that consultation and officers' responses.

- 1.3. The consultation was specific to seven areas of change:
 - (i) the consolidation of direct Council managed provision to three specific service 'types' – the Challenging Needs Service (CNS), the Intensive Support Service (ISR) and the Dementia Service - and the employment pathways developed;
 - (ii) the allocation of a personal budget to all other adults with a learning disability or younger adults with a physical disability/ long term condition;
 - (iii) moving the ISR service from the Leemore to the Ladywell Centre;
 - (iv) moving day services for older adults from Ladywell to Cinnamon Court, Cedar Court or the Calabash Centre;
 - (v) the commissioning of a 'drop in' service at Ladywell for people whose assessments show that they are not eligible for funded day services;
 - (vi) the consolidation of the Council's Door2Door transport to older adults and people with complex needs with a direct payment being offered to other adults eligible for Council funded transport;
 - (vii) opening up three of the four centres for wider and more general community use in partnership with the third sector.
- 1.4. The consultation paper was available on the Council website and was posted to every centre user, with an accessible version being sent to users with a learning disability and the full version sent to their family carers. Key stakeholder groups were also advised of the start of the consultation. There were a number of open meetings which were mainly attended by centre users and their families, plus a series of independently facilitated meetings for service users with a learning disability. There was a 'Provider Fair' held where people could come and talk directly to a range of service providers who could offer alternative day care. Older adults were supported to go and visit alternative day services. Approximately 330 people attended the consultation meetings and of the questionnaires sent out, 121 of them, of which 55 were in accessible format, were returned.
- 1.5. As with many proposals relating to service changes the consultation, did often reflect the view that people would prefer there to be no change to their current services. The electronic(on line) responses showed a particularly high level of disagreement to any changes being made. There was good engagement with the discussion of the proposals at the public meetings, and while disagreement with change was expressed, there was also an understanding that savings had to be made. Older adults were given an opportunity to visit alternative day centres and users of the ISR service and their families were supported to visit the Ladywell centre to consider the implications of the proposed move of the service there.
- 1.6. Where people could recognise what the Council was trying to achieve strategically, they wanted reassurance about what those changes

meant for them specifically . The process of undertaking individual assessments, which began in April and is due to be completed at the end of July, has allowed people to have fuller discussions about their own particular situations and next steps for them. People are generally more reassured after these discussions and the completion of their own assessment. Priority was given to those service user where the proposal signposted a service relocation – older adults, people with long term conditions and the ISR service. The reviews of people with a learning disability began May.

- 1.7. Throughout the consultation, issues of significance for different groups emerged. Familiarity of service context and delivery, e.g. in the staffing, emerged as issues of importance. Overall, participants were particularly keen to highlight the importance of maintaining friendships. Families of people with a learning disability expressed strong views about safety and safeguarding in shared buildings, and some concern was expressed about who those other groups might be. People found it difficult to conceptualise being in a shared building, with specific areas being designated for the delivery of day services. The Council will work with service users and their families to help address these concerns; and work on the guidelines for sharing the community hubs. Some older adults and people with long term conditions selected to move to alternative service providers during the consultation period, with the help of families and social workers who supported the moves. These service changes have been successfully achieved.
- 1.8. Many people wanted to know what the implications were for staff, and whether the same staff would support them after the move.
- 1.9. There were naturally anxieties about very practical issues; people sought reassurance that the Council would assist them to identify alternative means of transport and alternative providers and also that they would not be forced to take a direct payment if they found that too onerous.
- 1.10. Concern was expressed also about potential implications for family carers, particularly older carers and carers who worked full time.
- 1.11. A number of people understood the strategic changes that the Council is trying to achieve, and key stakeholders were particularly supportive of the recommendations, though all emphasised the importance of the transition process being carefully managed. Additionally, provider partners also challenged the Council's view that the local market was under developed to support people with complex needs.
- 1.12. The report of 11 February 2015 also proposed a recommendation to reconfigure the discretionary transport to the Mencap evening clubs and the SEALS club to save £84K. As requested by Mayor and Cabinet and Healthier Communities Select Committee, officers have worked with Lewisham Mencap and provider partners to find a way of ensuring that people can continue to attend the clubs.

- 1.13. The day service and associated transport proposals will deliver £1.1million of the £1.3 million savings associated with these proposals. £200K has already been achieved from the mental health service budget. The proposals will deliver part year savings in 2015/16 with the remainder being realised for the beginning of 2016/17.

2. RECOMMENDATIONS

- 2.1. The Mayor is asked to consider the outcomes of the consultation as set out in section 6 of this report and the Equalities Analysis Assessment in Appendix 12.
- 2.2. The Mayor is also asked to consider this report in conjunction with the 'Voluntary Sector Accommodation Implementation Plan' report also being presented.
- 2.3. The Mayor is then asked to agree the following recommendations:
- 2.4. That the Council consolidates its service provision to the three services for service users with complex needs – the Intensive Support resource (ISR), the Challenging Needs Service (CNS) and the Specialist Dementia Service.
- 2.5. That an undertaking is given to identify specific partners to work with the Council to maintain key activities in the areas of supported employment (e.g. Grow and 'Tuck Stop') and also performance art (i.e. 'Uproar' and 'Dare to Dream').
- 2.6. That the Intensive Support (ISR) service for people with profound learning disabilities and complex needs currently at Leemore moves to the Ladywell Centre.
- 2.7. That a service to be known as 'A Place to Meet....' (the 'drop in' service) is commissioned to support people no longer eligible for Council funded day care.
- 2.8. That the older adults currently using the Ladywell Centre who have not already moved to the specialist Dementia Unit move to the Housing 21 managed day centres at Cedar Court and Cinnamon Court or other similar provision of their expressed preference.
- 2.9. That specific areas are allocated for the delivery of services to people with a learning disability in Mulberry, Leemore and Naborhood. These centres extend their use to the wider Lewisham community as community hubs for a wider range of purposes in partnership with existing third sector organisations.
- 2.10. That these three centres, Leemore, Mulberry and Naborhood are recognised as community hubs as part of the Community Services

Assets portfolio, and there will be different rental and running costs and charges from those applied to general lettings.

- 2.11. That voluntary and community providers be invited to offer activities and support to people who will be receiving a direct payment or personal budget, either via the community hubs or alongside them.
- 2.12. That service users have the opportunity to use their direct payment to employ a personal assistant and make use of the community hubs.
- 2.13. That the in-house Door2Door transport be maintained only for older adults, the most complex service users with long term conditions, and the remaining Council directly managed service users (ISR, CNS, Dementia) with the travel needs of remaining eligible day service users being met by a variety of alternatives including travel training and buddying; shared escorted and unescorted taxis and volunteer drivers.
- 2.14. That £14K per annum continues to be available to fund transport to evening clubs for those existing people living at home with their families.

3. POLICY CONTEXT

- 3.1. The function of Adult Social Care is to ensure that vulnerable adults can access appropriate support for their needs within the framework of statutory duties and agreed policies. For adults, this is determined through the completion of an assessment in accordance with s 47 of the NHS and Community Care Act (1990), now replaced by the Care Act 2014, followed by the application of the appropriate eligibility criteria and service decisions.
- 3.2. There have been a number of government documents which set out the pathway of 'Personalisation' as a way of meeting those needs, so that eligible service users have both greater flexibility about the service they receive and greater control over how they are delivered (for example: 'Putting People First' (2007); 'Transforming Social Care' [LAC (DH) 2008]; 'Caring for Our Future: reforming care and support' (2012)). These policy and guidance documents have promoted the provision of Direct Payments whereby eligible adults are given an assessed sum as cash to purchase their own service and the local authority's role, rather than being one of a direct provider of services, becomes one more focused on market development and shaping.
- 3.3. The Care Act 2014 is the most substantial piece of legislation relating to adult social care to be implemented since 1948. It has taken previous legislation, common law decisions and other good practice guidance and consolidated and clarified them. The Care Act places a wide emphasis on prevention, the provision of advice and information, changes to eligibility, funding reform and market shaping and commissioning. This final aspect of the Act also emphasises the use of personal budgets and direct payments; and requires the Council to

promote appropriate service supply across the provider market and assure quality and diversity to support the welfare of adults in the community. It also requires the Council to engage with providers and local communities when redesigning services, both universal and targeted, and planning for the future.

- 3.4. The final report of the Local Government Association's Adult Social Care Efficiency (ASCE) Programme published in July 2014, sets out a number of initiatives that Councils across the country have put in place to deliver services that will meet the requirements of the Care Act in the current financial climate. It sets out advice on how to agree a new contract with citizens and communities, managing demand, transforming services, improving commissioning and developing more integrated services.
- 3.5. The lessons learnt from this programme mirror steps already being undertaken in Lewisham in order to develop services which consider workforce optimisation, cultural change and creative approaches to delivering care and support while managing demand. The ASCE report offers a specific focus on managing demand and utilising community offers to help deliver personalisation, prevention and early intervention; improving commissioning using outcome-based approaches which maximise independence; and integrating services putting people at the centre of care and support.
- 3.6. The recommendations set out in this report to Mayor and Cabinet seek to make further progress in the delivery of the Council's Sustainable Communities Strategy priorities of 'empowered and responsible' and 'healthy, active and enjoyable'.

4. BACKGROUND

Adult Day Services

- 4.1. Adult Social Care has been delivering a programme of modernising its local day service offer in line with the principles of choice and control, by promoting the use of personalised budgets and direct payments. The principles of day service modernisation promote people as valued and active citizens, encouraging independence and, particularly for working aged adults, supported employment.
- 4.2. The Council has worked with third sector partners to develop cost effective relevant alternative day services and activities. The 'Communities that Care' and Main Grants programmes have encouraged 'non traditional' day service offers (e.g. 'Meet me at the Albany', Entelechy, the 'Allsorts' programmes and 'Community Connections'). Direct service procurement has also expanded the range and type of employment opportunities including social enterprises providing cleaning services, community cafes and gardening schemes. This is in addition to continuing to commission day services at the Calabash Centre and Cinnamon and Cedar Court extra

care services. There is also a contractual requirement for community (day) opportunities to be offered by new extra care housing providers at Conrad Court and Campshill Road.

- 4.3. As the social care Resource Allocation System (RAS) is implemented, there is increasing scope for more personalised service responses. There has been an increase in the number of direct payments and personal budgets in Lewisham, and an uptake in the use of personal assistants to support the person to directly choose their own activities and create their own routines for the day.
- 4.4. There is a clear correlating trend of reduction in people using the Council's day centres for day services and an ongoing reduction in people using the Council's transport, with a number of buses travelling with significant spare capacity.
- 4.5. As part of the government's austerity measures, adult social care is required to reduce the cost of its services, whilst ensuring that vulnerable adults remain appropriately supported and safe. The Council is required to make further savings of £84 million across 15/16, 16/17 and 17/18. As part of the budget agreed in February 2014 adult social care needs to find £1.3m savings in day services and identify a further £7.9m towards the budget reductions by 2018. These are costs pressures that must be addressed as part of the Council's overall duty to set a balanced budget.
- 4.6. In recognition of the above changes, the Council is now addressing its day service and associated transport offer to ensure that it is delivering cost efficient services that make best use of capital assets. This includes a review of what the Council should directly deliver and why. In these difficult financial times, it must also act as 'one council' and consider synergies across different departments.

The Council's current directly managed service offer

- 4.7. The Council directly manages four day centres and the services delivered from them. Three of the Council managed centres are learning disability specific day centres: the Mulberry Centre in New Cross, the Leemore Centre in Lewisham and the Naborhood Centre in Sydenham. There are specific bespoke services for people whose behaviour is challenging at the Mulberry Centre (the CNS Service), and for people with a profound learning disability and complex physical support needs (the ISR service) at the Leemore Centre. The fourth centre, the Ladywell Centre, is currently nominated as a centre for older adults and people with physical disabilities. The specialist Dementia day service, which was recently extended, is also located at Ladywell.
- 4.8. The numbers of people using the centres is reducing year on year due to the range of alternatives generally now available; changes in society's approach to the needs of people with long term conditions/

physical disability; and because young people who might meet eligibility for council funded services are receiving their education in out of borough schools and colleges and not returning to the borough at the end of their education. Overall, there has been a reduction in numbers using these centres.

- 4.9. The Council's Door2Door transport service is organisationally linked with specific day centre locations: the Council's own provision (Ladywell, Leemore, Naborhood and Mulberry), the Calabash Centre and Cinnamon and Cedar Courts. A number of buses are shared with education and a number are used solely by adult social care. Changes as to how people want their service to be delivered, along with the impact of the adult social care transport policy, is highlighting the inherent inflexibility of this arrangement in delivering the personalisation agenda, and is increasingly reflecting an inefficient use of Council assets as numbers continue to reduce.
- 4.10. The Council remains committed to prioritising its responsibilities to meeting the needs of vulnerable adults. It aims to meet these needs creatively, delivering high quality services and promoting safety within the financial restraints that it is facing.

Developing a new community model

- 4.11. One response to this underutilisation of assets could have been to close buildings and centralise the service to one location. This would have many disadvantages in terms of geographical spread, the co-location of service users with different needs and importantly would not deliver the savings required. It would also not create a model with the vision for market development enshrined in the Care Act. Additionally, over the last 18 months, discussions between officers and people with a learning disability and their families highlighted that while some people might support this, a significant number would not.
- 4.12. A more creative approach to underutilisation would be to use this as an opportunity to extend the usage of buildings at Mulberry, Naborhood and Leemore as general community assets, opening up the buildings and facilities to the wider Lewisham community. This would develop on from the innovation of the successful Community Library model, with each building being led by core third sector partners, with the Council continuing to provide a specified service within the building.
- 4.13. Further information about Community and Voluntary Sector Hubs and the Voluntary Sector Accommodation plan, and how this intertwines with these Day Services proposals can be found within the 'Voluntary Sector Accommodation Implementation Plan' report which is also being considered at Mayor and Cabinet on the 15 July 2015.
- 4.14. The buildings would continue to be available for use by Adult Social Care for people who will participate in a range of leisure, art, employment, and education related activities, delivered by learning

disability specific providers of the service users' choice. The buildings would also support general opportunities for supported employment (such as reception cover, meals production and restaurant management) and other, wider activities than those currently on offer from social care. These can include:

- a range of apprenticeships
- short 'pop-up' courses, events and activities;
- places for meetings and training,
- opportunities for people to learn to cook;
- office space and touchdown desks for voluntary and community organisations
- an open space for people with similar interests to meet.

The possibilities can be potentially extended further if the service user wishes to do so. The result would be lively, inclusive and vibrant locations, where people use the available services as part of a number of participating citizen groups.

- 4.15. The vision for Leemore: the building will be reconfigured to provide a comprehensive hub with a particular focus around advice and information led by the Lewisham Citizens Advice Bureau, who would relocate to the centre as would Voluntary Action Lewisham. The voluntary and community organisations already in the building would remain onsite as part of the community hub (Contact a Family and Lewisham Community Transport). The building will provide a new welcoming public space incorporating a functioning café/kitchen which will provide for all service users and user groups within the building as well as the public. As well as this public space, there will also be shared space for VCS organisations and current service users to work together and bring life to the building, as well as core space for office working and for services for people with learning disabilities. In the first instance the building will be managed by the council's community premises team with VCS organisations that are based there acting as hosts to ensure a welcoming and inclusive environment is created.
- 4.16. The vision for Mulberry: the building will become a key community hub in the north of the Borough; offering extensive core accommodation for a number of VCS organisations alongside dedicated, self contained space for the Challenging Needs Service. Further activity space will be available for use by people with learning disabilities and their providers as well as the VCS organisations. A number of internal and external public spaces will also help enliven the centre, serviced by the kitchen area and extensive Wi-Fi throughout the building. The centre will be managed in the first instance by the council's community premises team with VCS organisations that are based there acting as hosts to ensure a welcoming and inclusive environment is created. The employment scheme 'Tuck Stop' which supports the patients' café at the Waldron Centre will continue to operate from Mulberry in partnership with a partner organisation.

- 4.17. The vision for Naborhood: this building will become a vibrant community centre in the heart of Sydenham. It will feature a mix of local organisations including the Sydenham Society and Sydenham Arts and will have a core offer focussed around dance and physical movement activities, and healthy eating. Again there will be a welcoming public space to draw the local community and users together, alongside shared activity space and core space for office workers and for people with learning disabilities and their service providers. As with the other premises this building would initially be managed via the Community Premises team. It is envisioned that this building may quite quickly be managed by a community consortium.
- 4.18. The vision for Ladywell: while seeking to retain Ladywell as a disability specific venue, both in-and out-reach opportunities will be developed from there. Learning from and building on the strengths of 'Meet me at the Albany' the proposal is to commission 'A Place to Meet and...' where a core partner will tailor and coordinate activities for those who do not have eligible Social Care needs, but would benefit from an enriched community offer over and above mainstream opportunities. The gym will be managed as part of the offer with a wider leisure partner, attracting both the wider community as well as being used by service users in the ISR and as part of the 'Place to Meet and...' offer. The GROW gardening project will continue to be based there and we will be seeking a partner who will further develop that scheme to support other citizens who will benefit from it. The Ladywell kitchen will become available for training or supported employment use from July 2016. The Council itself will continue to be the responsible coordinating management body and will have its own management base there.
- 4.19. Developing the centres as community hubs will add a significant component to the Council's aims of promoting good health and improving people's quality of life. Whatever someone's age, access to good personal care facilities for people who need more than the usual wheelchair accessible toilet is one of the limiting factors accessing community spaces. Fear of going out to meet friends in public places, going to leisure centres or even just going to the shops can be severely limited for a person and/ or their family when personal care might require support from a second person, a bigger than usual space with a hoist and adult changing table, there is a need for a wash or even shower, or having clinical waste facilities available. All of the day centres have appropriate personal care facilities near high street areas which can be made available to both adults and children.

5. OPTIONS PRESENTED AT MAYOR AND CABINET IN FEBRUARY 2015 AND THE AGREED PREFERRED OPTION

- 5.1. Prior to the 11th February Mayor and Cabinet report, officers had already undertaken significant informal discussions with services users and staff over the previous 18 month period around how savings might be made. There had also been a number of informal briefings of affected services users, families and staff. The option appraisals

presented at the meeting on 11th February used that ‘soft intelligence’ alongside what was known about other changes and savings that had to be made across the Council.

- 5.2. The options were also presented to Healthier Communities Select Committee on 14th January 2015 prior to being considered by Mayor and Cabinet. That Committee referred the savings proposals for the evening clubs to Mayor and Cabinet for further consideration. The options previously considered by Mayor and Cabinet are set out in full below to remind members of the options that were not preferred as well as the option that was agreed for consultation. These were:-
- 5.3. **Option 1** – That the management of the in-house provision continues as it is. The advantages are that users and carers would be supportive as the service and its staff are well known and well regarded. Some savings may be made. The disadvantages are that opportunities for further market developments are potentially stifled, making it difficult for the Council to fulfil its new duty to promote market development under the Care Act. Furthermore a rigid service does not provide the flexibility and individual focus required to enable adults to fully realise the potential of their Direct Payments and with the Council as a provider, users may find the range of choice and flexibility of services on offer to them decrease in the long term at a higher cost overall. The service would not therefore, be fit for a developing more flexible user base. The anticipated level of savings will not be achieved by this option.
- 5.4. **Option 2** – That the Council closes its directly managed service to new referrals who are referred instead to other providers. The advantage of this option is that existing users and families are very likely to support the proposal. There is also potential to tailor the staffing levels to client usage in a planned manner. The disadvantages are that there may be a perception of a two-tier service with continuing service users receiving a declining service while new service users feel aggrieved that they cannot access the in-house service. Potentially it will fragment the service, making it difficult to pool budgets and design new service offers which again frustrates the full potential of the use of Direct Payments and Personal Budgets. The staff: client ratio within the in-house service may not be adequate to ensure client safety and also be efficient, thereby preventing potential for efficiency savings on staffing costs and possibly representing a cost pressure. Additionally the buildings will become increasingly empty and represent a poor use of assets.
- 5.5. **Option 3** – That the in-house service continues to support service users but its location is rationalised to a single centre. The advantages are that there is potential saving in management costs and some rationalisation in front line staff through increased staff: client ratios. There would be a rationalisation of capital assets, and the use of transport to a single location. Families would be likely to support it because of the familiarity of a service remaining directly managed by the Council. The disadvantages are the risk of continued institutional

service delivery and ‘warehousing’, with fewer activities delivered to larger groups and more ‘engaging’ clients drawing disproportionate staff attention. There are additional potential risks associated with client mix (e.g. people with complex care needs sharing space with people with challenging behaviour). Families may view this option as not meeting individual client needs and minimising choice. This option also fails to promote market development, which again does not meet the Council’s overall duties to promote market diversity and personalisation in the Care Act.

- 5.6. **Option 4** – Full outsourcing of the in-house service development through formal procurement or as a ‘mutual’. The advantages are continuity for service users and their families, the identification, or development of new, third sector partner(s) who could deliver the modernisation agenda for the Council, a high degree of control by existing staff over service design and delivery and efficiencies in staff costs over time. The disadvantages are the potential impact of TUPE on any efficiency savings. Also, during the consultation with staff in 13/14, the idea of a staff mutual was discussed and there was little enthusiasm from the staff team for the idea and there has been no approach from the staff team subsequently. Service users and families are likely to express concerns that the service is not directly managed by the Council, and complex clients might not have their needs fully met by a non-Council provider in an undeveloped market.
- 5.7. There are additional commissioning challenges around developing a procurement exercise, including soft market testing, which may add additional delay in achieving efficiency savings, regardless of outsourcing to a partner or mutual. There is a mix of in-house, outsourced and mutual led organisations that provide day services for other councils in the South East. However, it is notable that Councils which previously outsourced to a single provider are now refining their current procurement programmes to include more providers.
- 5.8. **Option 5** - That the Council consolidates its directly delivered services to include only those people with complex needs (specifically the ISR, Dementia and CNS services) and its sheltered employment services. Older adults not part of the specialist Dementia services are supported to move to other older adult providers, and all other service users (except for a small number of current service users whose needs could be met by a commissioned “drop in” service) be allocated a personal budget and supported to design and purchase their services from other providers delivered in the community hubs. As part of this proposal the ISR service currently located at the Leemore Centre would transfer to the Ladywell Centre. The specialist dementia is already located at Ladywell and the Challenging Needs Service (CNS) located at Mulberry would stay where they are as would the employment schemes.
- 5.9. The advantages are that the Council would retain management responsibility for its most complex clients, whilst promoting the potential

for market development for a the wider group of adults. There would be increased flexibility of the choice and shape of offers for individuals and groups, including making personal budgets available to CNS, ISR and Dementia service users. Readily available building based day services for older adults in the borough are maintained, whilst unused day service places of older adults in other contracts are minimised. There would be a clearly identifiable 'disability base' available whilst also supporting service presence across the day centres. The required level of savings could be achieved relatively quickly. The disadvantages are that service users and their families may prefer their service to be managed by the Council. There will be concerns about maintaining friendship groups, families may be concerned that a personal budget/direct payment is another job for them to have to do, some service users will move to another service location, there would be some challenges in managing the logistics of a large simultaneous number of personalised services, and there would be a need to develop new shared space protocols with a potentially large variety of providers.

- 5.10. These options were considered by the Healthier Communities Select Committee prior to the Mayor and Cabinet meeting of 11th February 2015; and by service users, their families, stakeholders and staff in briefing sessions prior to the report to Mayor and Cabinet. This provided people with the opportunity to discuss the proposed options to reconfigure day services and how the Council would continue to support people. It also gave officers the opportunity to gauge the people's response to the options being proposed. This helped shape the Councils' preferred option which was recommended to the Mayor and Cabinet in the February report.
- 5.11. The Mayor agreed that officers should proceed to formal consultation on Option 5. This option meets a number of strategic outcomes as it:
 - (i) allows the council to retain its management responsibility for complex clients;
 - (ii) promotes the extension of personalisation through the use of direct payments/ personal budgets to commission an individuals services from community groups and thus promoting the sustainability of the local third sector provider market;
 - (iii) allows the retention of a disability specific centre as well as the maintenance of specific space at the other centres;
 - (iv) supports an outwards looking service, strengthened as buildings are shared with other VCS providers;
 - (v) builds in future flexibility to how both the buildings and the service can operate as different parts of the service offer can be changed differentially depending on individual preference;
 - (vi) offers best value to the council as its avoids TUPE implications relating to outsourcing, and fills contracted day service vacancies elsewhere.

Proposal to reduce the usage of Door2Door

- 5.12. The Mayor also agreed that officers should include in the consultation the proposal to reduce the non shared transport routes on the Council's in-house transport Door2Door. The year on year reduction in the use of Door2Door and the fact that it can no longer fully meet the transport needs of assessed eligible adults in terms of flexibility and availability means it is no longer fit for purpose or cost efficient for adult social care.
- 5.13. Specifically, the proposal is to retain transport for three client groups (i) people with challenging behaviour (CNS) and specifically the Mulberry mini bus (ii) people with learning disability and complex physical support needs (ISR) and (iii) people using the specialist dementia service. All other users with eligible needs for funded transport would be offered a personal budget allocation as a direct payment to maximise other more flexible and personalised ways to support arrival at day activities. In order to deliver a personalised transport offer to the level required, the link between transport routes and specific locations needs to be disestablished.
- 5.14. The biggest challenge to making savings in this area is the rationalisation of routes shared with education (approximately two thirds of the buses). Those routes which are social care specific and used entirely for transport for people with a learning disability most easily lend themselves to the changeover to a more flexible approach. The specific, non shared, routes equate to a cost of £675K per annum from which officers are looking to make savings of £200K.
- 5.15. The proposals to reshape transport may raise concerns for some families who may view having to organise transport as an additional task for which they will have responsibility. Also, Door2Door is viewed as a reliable transport offer. However, a number of families already use alternative transport arrangements and therefore, while transitional issues might be expected, concerns will settle over time.
- 5.16. It is not envisaged that transport for older adults will be affected by this proposal. However, there may be an increased number of people on transport routes to other older adult services which in turn may offer further savings.
- 5.17. While some of the busses are leased on a short term basis, there are a number of busses that are owned by the Council. The Council may need to sell the lease onto other organisations pending the end of the lease period. The proposals may also have redundancy implications for drivers and escorts.

6. FORMAL CONSULTATION PROCESS - REMODELLING THE COUNCIL'S DAY SERVICES AT LEEMORE, LADYWELL, MULBERRY AND NABORHOOD CENTRES

Process and activity of consultation

- 6.1. Following Mayor and Cabinet's agreement to consult on Option 5, a three month formal consultation on the remodelling of day services was launched on 23rd February 2015 and closed on 18th May 2015. The consultation documents are attached as Appendixes 1 and 2 . In total 330 people attended meetings, and 121 consultation questionnaires were returned (55 accessible and 66 general).
- 6.2. The consultation document was available on the Council's website. It was also posted to every older adult and person with a long term condition using the Ladywell centre, and to the families of people with a learning disability. People with a learning disability received an accessible version of the consultation document. A stamped addressed envelope for the response was included in the mail out.
- 6.3. Key stakeholders were made directly aware of the consultation by email. These included Lewisham Mencap, Lewisham Speaking Up, Lewisham Disability Coalition, the Pensioners Forum, Age UK and a range of direct service providers including Voluntary Action Lewisham, Lewisham Disability Coalition, Carers Lewisham, Age UK, Lewisham and Bromley MIND, SLaM, GSTT, Lewisham Nexus, Three Cs, PLUS, Aurora Options, Camden Society, and Certitude, Hestia Support and Care, and Housing and Care 21 among others. The consultation was also posted on the Council's website.
- 6.4. The document contained a contact phone number, address and email address to ensure that people who could not, or preferred not to attend meetings were able to contact the Council about the proposals and to respond to the consultation.
- 6.5. In addition to the consultation documentation, senior officers held six open formal consultation meetings, one at Ladywell and one at Leemore, each month for three months: these were attended both by users of the service and their families, and also some members of the general public.
- 6.6. There were six independently facilitated meetings for people with a learning disability, two at each of the centres, where information was presented in a more accessible format and the ideas explained and discussed. The first meeting concentrated on three of the consultation proposals, and the second on a further three proposals. The LD service user reference planning group had chosen not to consider the proposal relating to older adults at the Ladywell Centre. These meetings were devised, formatted and facilitated specifically for the learning disabled client group. Some family carers and staff also attended which also facilitated a more individualised interpretation of the material for some service users attending.
- 6.7. Additionally, the Council received a number of letters and emails from users, families and members of the public.

- 6.8. A full chronology and summary of all these events is attached as Appendix 4.
- 6.9. Older adults were supported as part of the consultation to visit the other day centre provision in the borough with Hestia at the Calabash Centre, and Housing 21 at Cinnamon Court and Cedar Court. A 'Provider Fair' took place in March for service users and their families to attend and talk to potential other providers directly about who they were and what they could offer and a second Provider Fair was held on 7th July in response to the consultation discussions. The families of people who could be affected by the proposal to move the ISR to Ladywell were also offered an opportunity to visit Ladywell and comment on the environment and what would support the move.
- 6.10. Additionally, there were management briefings to Council staff about the proposals in January and again in June. There was also a general meeting with non-council providers in March to talk through the proposals and the proposals were also raised at the Pensioners Forum and at a Carers Lewisham Carers meeting in February.
- 6.11. A programme of assessments and support planning was begun in April and will continue until the end of July 2015. All service users have received a letter with a date for their assessment, and where possible they or their family have also been contacted by phone to confirm the time and date. Assessments have been held in the evenings and at home where that has better suited the family. Key workers have been involved in assessments to ensure that as much information is available as possible. As part of the assessments, service users have discussed the type of activities they like and interests they have so as to inform the support plan, and have also discussed the possibility of pooling their budgets with friendship groups.
- 6.12. Priority in the assessment schedule was given to those people where the proposals were signposting a move of service, i.e. older adults, younger adults with long term conditions and learning disabled people who use the ISR (Intensive Support Resource) service. Where service users and families have expressed an interest in changing their service through the consultation process, this has been supported and facilitated. There have been successful transitions already made. Should the Mayor agree the recommendations in this paper, officers will work with service users and their families to formulate support plans and identify transport options.

Consultation Outcomes

- 6.13. The formal consultation process has included a formal questionnaire, a series of meetings with people likely to be affected and members of the public, and additional emails and letters have been received. The subsequent individual assessment meetings, though not part of this formal consultation process, have been informed by the content of the

consultation process and supported more informed engagement in that process by people and their families. The key issues raised in the consultation process are set out in the tables below. An analysis of the returned consultation questionnaires, the letters and emails are attached in Appendix 3-5. A summary of some the outcomes following social work assessments which have been undertaken as at 22nd June 2015 are attached, as Appendix 9.

- 6.14. The consultation outcomes were considered by Healthier Communities Select Committee on the 25th June 2015 who made no referrals back to Mayor and Cabinet. Copies have also been sent to individual clients and key stakeholders for information, with a covering letter of thanks.
- 6.15. Officers recognise that the scale and nature of the change proposals, are challenging for people to engage with. Officers would like to thank clients and their families, as well as members of the public, who gave time to attend meetings, send letters or emails, and/ or to complete the questionnaires. There was lively discussion and engagement through all media, but particularly at meetings, and a number of very interesting points were made.
- 6.16. Some people used the opportunity to express views on issues that were not part of this formal consultation. These comments were responded to as appropriate through the meetings where they were raised but are not specifically reported in this report.
- 6.17. It also became clear that a small number of people were being affected by more than one of the Council's savings proposals. For example, some of the older adults were also affected by the change to laundry arrangements and reported feeling overwhelmed by the level of assessments and review processes. Some of the younger adults were also affected by reviews relating to changes in ILF funding. Some primary family carers were affected by change proposals for both the learning disability day service and the older adults service for different family members. Some people expressed frustration that they had only just started the centre(s) and had not been alerted to the possibility of change when they started.
- 6.18. There were different views expressed between the meetings held at Ladywell, which were mainly attended by older adults, people with long term conditions and their families and those at Leemore which were mainly attended by the families of people with a learning disability. This reflected the different perspectives of the client groups but the nature and concerns of the comments made were similar. There were some people who attended all meetings at each of the venues, though in general, the meetings were organised to allow different people to attend on days and at times most convenient to them, and this was generally the case. It should also be noted that the electronic consultation system cannot trace whether there were multiple questionnaires completed from the same electronic address, or how many people completed both the electronic questionnaire and also a

paper copy. However, it is of note that comments on different forms were often similar if not verbatim.

- 6.19. The following tables summarise the main comments made through any of the consultation media used (i.e. both at meetings and in written submissions) Not every comment is included and officers recognise that the format carries a risk of masking the impact of the points being made. However, officers believe that the content is a true reflection of the key points raised and the sentiments with which they were expressed.
- 6.20. The quantitative data (i.e. the graphs from the consultation questionnaires) has a separate response analysis in the associated appendix (Appendix 3). There was a clear preference for people to strongly disagree with all the proposals which officers need to be mindful of. This tendency was less marked with regard to the Council reducing its directly managed services (26 for and 35 against). Therefore, the responses to proposals 2 and 5 about direct payments are likely to be linked to concerns about not knowing the specific impact for the individual in terms of who will deliver their service and the reliability of alternative transport providers. Proposals 3 and 4 regarding the potential moves of both the ISR group and older adults show some support or a neutral position. There was a mixed response also for the proposal to develop a 'drop in' service as an alternative to no service. People were also in disagreement with the proposal to open the centres up to other third sector providers.
- 6.21. It is officers' view that questionnaires are one part of a story and need to be considered alongside other aspects of the consultation. Concerns are to be expected in a change programme as significant as this , which presents a fundamental rethink and repositioning of the service. The engagement in the meetings and the summary of statements being presented from the social work assessments suggest that as the individual discussions are taking place, and as people and their families are having the opportunity to discuss and plan their future services, and in particular are being reassured that they will still receive a service, these concerns will and are reducing. Similarly, as officers can confirm who the third sector partners are, and can work with all related parties on shared building protocols, concerns about shared buildings will also reduce.

General comments about the savings and the process	
Comment	Officer Response

<p>People who are affected by this and the other savings proposals should be given a reduction in their council tax to offset the impact on them.</p> <p>We've already lost the laundry service.</p>	<p>The Council has to make many changes to its services to be more efficient in order to make the £84m of savings required. The Council has to make changes to how it delivers all of its services. Officers recognise that the wide ranging nature of these savings programmes will mean that people are affected by more than one change to their service, e.g. changes to the laundry services, changes to charging, and changes to ILF. Officers are committed to doing everything they can to take account of, and minimise any adverse impact wherever they can.</p>
<p>The Council could save money by being less bureaucratic, having fewer meetings, turning off lights in the Town Hall, spending less on road works, close one of the centres and save running costs etc</p>	<p>The Council is trying to make savings by doing all of those things and those savings will be reflected in the budgets in other parts of the Council. They are not reflected in the budgets for day care where we need to make £1.3m savings.</p>
<p>What percentage of the total cost of service does this saving represent?</p>	<p>The overall savings programme represents a saving of £1 in every £3 (33%) across the total council budget. Officers recognise that it is not possible to make this level of saving in the day service budget. The saving of £1.3million from a total budget of £7.4m = 17%.</p>
<p>We feel as if we're being pushed out just to save money. It seems like day services are at the top of the list for cuts. You should be cutting the number of managers.</p>	<p>The Council is making savings in a wide variety of areas to meet its £84m target. There has already been a significant reduction in management and other staff and a large number of 'back room' functions have been streamlined or shared to deliver part of those savings.</p>
<p>Why doesn't the Council rent out its buildings to make money?</p>	<p>The Council does rent out some of its buildings. Some buildings are not accessible to people with disabilities and/ or are not in a good state of repair. The Council is looking to rationalise its buildings, keeping the most appropriate ones for Council use, selling and renting out the others.</p>

<p>It doesn't seem to us that anything has changed between the first meeting and the later meetings.</p>	<p>The consultation meetings are repeated in order to give an opportunity to the biggest number of people to ask questions and give their views about the proposals, and also ideas about what could be put in place to minimise their negative impact. However, officers were able to respond to some suggestions made through the process to make it more helpful and effective: visits to other providers for older adults; co-production of ideas for the specification for the 'drop in' service; a focus group for shared working protocols for the community 'hubs' is being arranged for the 22 July; formally advising family carers of the dates of the facilitated meetings for service user with a learning disability; a second provider fair was planned for the 7 July.</p>
<p>The proposals offer a reasonable way forward in the current financial situation and offer people greater choice and control. However, people will need support through the change process outlined, and attention should be paid to friendship groups</p>	<p>Support planners and commissioners will work with people and their families throughout the whole of the change process until the outcomes are clear and each person's support is stable. The Council understands the importance of friends and have given an undertaking that older adults can move as groups of friends. Analysis of friendship groups of people with learning disabilities show that although some groups spend some time in activities together, the friendships are primarily experienced through shared leisure and break times in the centres.</p>

<p>The consultation process is flawed. Information has come over as vague and non specific and impossible to interpret.</p>	<p>Officers recognise that the proposals are complex and many have been difficult to understand but do not believe that the consultation process has been flawed.</p> <p>Significant effort has been made to engage with people both before and during the consultation to ensure that they were aware of the proposals being presented to the Mayor and Cabinet. This has included providing sessions supported by an independent facilitator, sessions with carers as well as service users and engaging with a number of community organisations and advocacy groups working with people who would be affected by the proposals.</p> <p>While officers understand that people have wanted to discuss the impact of the wider proposals on their particular personal situation, these could not be discussed during a public meeting and will be addressed through the individual assessments. Officers also recognise the frustration that service users and their families have felt while waiting for these assessments to take place, and thank families for their patience.</p>
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Proposal 1: Reduction in Council direct service management	
Comment	Officer Response
<p>We don't want anything to change. We want our service to still be delivered by the Council.</p>	<p>Officers understand that people are used to the Council being the main day service provider and find it hard to think of the service being delivered differently. However, decisions have to be made about which services the Council should continue to deliver in these difficult financial times. Under the Care Act the Council has a duty to develop the local market in terms of opportunity, diversity and choice of provider.</p> <p>The investment the Council has made in developing alternative services means that there are a good number of high quality local day service providers for people to use. The Council chose not to go ahead with a full externalisation of its directly managed day service, nor the closure of buildings. However, there has to be change in order to deliver savings and make best use of the Council's assets.</p>

Proposal 1: Reduction in Council direct service management	
Comment	Officer Response
What will happen to the staff? Will I have the same key worker?	<p>The scope of the changes being proposed means the Council cannot guarantee that service users will have the same staff working with them. Officers will ensure that there is familiar staff support through the period of transition until service users are familiar with new locations or providers; and that there is a good working knowledge of each person's needs with an appropriate level of detail.</p> <p>Officers understand that this can cause anxiety and officers will work as quickly as possible to confirm staff arrangements. There will be a separate consultation process with staff after the Mayor and Cabinet decision.</p>
There are other providers in the market who can deliver good support to people with complex needs and we think that the Council's decision to retain direct management of any services is unnecessary.	<p>The Council recognises this provider position. However, it still believes that it is best placed at this point in time to manage delivery of these specific services.</p>

Proposal 2: That other than the ISR, CNS and Dementia services, other people with a learning disability, and also people with physical disability/ long term conditions, will be allocated a direct payment or personal budget and helped to buy care from new providers.

Comment	Officer Response
Will the money I get be able to buy the same number of days as I get presently?	<p>The assessment process identifies a person's needs that the Council will meet, while the support planning process will help people think about how those needs can be met.</p> <p>It is recognised that many people will need to combine the money available to them in order to maximise the number of hours and days that they are supported, purchasing support as a group. However, some people may want to use this as an opportunity to purchase more intense, 1:1 support for less time.</p> <p>The Council needs to strike a balance between what people want to do in order to meet their needs and the amount of money available to them for that. Support Planners will be available to help people with this when organising their support.</p>

Proposal 2: That other than the ISR, CNS and Dementia services, other people with a learning disability, and also people with physical disability/ long term conditions, will be allocated a direct payment or personal budget and helped to buy care from new providers.

Comment	Officer Response
The Council's systems for Direct payments is not very effective	The Council recognises that some people have experienced difficulties in the past with the Direct Payment process. However the Council has worked hard, particularly over the past year, to improve the service so that it is more efficient and responsive.
Direct payments are just something else for family carers to worry about. We don't want to have to organise everything. It's too much!	<p>Officers recognise this is a strongly expressed position from service users and family carers. It also recognises the important role which family carers play in providing support for people and does not wish to place further burdens on them. Therefore, the Direct Payment system now includes managed accounts supported by the Council.</p> <p>Service users and their families can also be helped to identify a provider who would manage an individual's accounts for day services and associated transport. Support planners will take time to explain these options as part of the assessment process.</p>
What about the impact on carers who work full time and would have to give up work or who are older carers and can only keep their relative at home because of the respite the day centre gives them.	Assessments have a duty to consider all of the person's needs and also the carers' needs, including their desire to work, pursue education and need for support in order to maintain their caring role.

Proposal 2: That other than the ISR, CNS and Dementia services, other people with a learning disability, and also people with physical disability/ long term conditions, will be allocated a direct payment or personal budget and helped to buy care from new providers.

Comment	Officer Response
People have been friends for a long time. These proposals will split everybody up.	<p>Officers recognise how important it is for people to keep in touch with their friends and the impact this can have on their wellbeing. To help understand the dynamics of the friendship groups which have formed in day services, staff in the centres have been mapping people's friends.</p> <p>An analysis of these friendships suggest that they may be sustained by sharing leisure and break times in shared buildings as much as by shared activities. It also suggested that not all friendships are reciprocal and groups can change over time.</p> <p>This information will be used by Support Planners who will be mindful of how important these friendships are when completing support plans. Officers have already given a commitment to older adults that they can move to alternative day centres with their friends. The proposals also offer an opportunity for people to choose to spend time with friends who may currently be in other services.</p>

Proposal 3: The ISR service to move to the Ladywell Centre

Comment	Officer Response
We are happy for our children to move here. It's better provision.	The Council is pleased that some families directly affected by this proposal are happy to support it.
This is going set the service back decades and will isolate people. People with complex needs like to take part in activities where other people are busy and active.	<p>The co-location of the 'drop in' service at Ladywell will ensure that opportunities remain for people in ISR to proactively engage with other people whose intellectual and physical disabilities provide a supportive environment for people with complex needs.</p> <p>The high staff to client ratio will continue to support the group to take part in community based activities and events in leisure centres, trips to town, lunches out and so on.</p>

Proposal 3: The ISR service to move to the Ladywell Centre	
Comment	Officer Response
As specialist learning disability clinicians, we believe that this move of the ISR to Ladywell offers a much better experience, particularly if there can also be access to the gym for some activities.	Officers agree that this is an improved offer for this very complex group of people and are pleased it has the support of specialist clinicians. Officers note the comment about the gym and will negotiate access for the ISR group as part of its next steps implementation plan.
I'm concerned that the staff will change and they won't have the right skills to support the complex needs of my relative.	There may be some changes to staff. However, specific and individualised training is given to all staff by the learning disability specialist clinical therapists, particularly physiotherapists and speech and language therapists. That team will undertake a special period of training and support to new and also existing ISR staff.
What about is there are staff shortages? Currently this is backed up from the Leemore 'mainstream' service.	As this service will be based at Leemore, where the Dementia service is, there is opportunity for there to be back up across these two services, and the management base will also be at the Leemore Centre which will also support immediate resolution of any day to day staffing shortages.

Proposal 4: Older adults at Ladywell (excluding the dementia service) move to other day centres for older adults	
Comment	Officer Response
This (the Ladywell) is the best centre for older people. The Council should leave the older people here who have worked all their lives, and build additional floors for everybody else.	Council officers recognise that Ladywell, and indeed all the centres, are deeply valued by the people who use them. They also understand that change is difficult for everyone involved, particularly for older people. However, officers believe that there are other good offers for day services and will work with older adults to make sure that the moves are made as easy and seamless as possible. People can also move with their friends. While the Ladywell centre is a good building, adding additional floors would be expensive and would in any case probably mean the centre would have to close for the period of any building works.

Proposal 4: Older adults at Ladywell (excluding the dementia service) move to other day centres for older adults	
Comment	Officer Response
The other centres for older adults can't support the same level of personal care which is a worry.	<p>The other centres do have adapted WCs and there is access to washing and disability changing facilities. Staff already provide support with personal care and other day service providers are able to accommodate a wide range of personal care needs. Providers can purchase, or the Council will transfer, any person specific equipment that may be required to support the person.</p> <p>Officers know that some of the individual 'taster' visits were not as reassuring in this respect as they could have been.</p>
My mum waited ages to get a place here, has only just started and now she's going to have to leave. Nobody told us this was happening.	<p>The Council apologises for any distress caused to people who have found themselves in this situation. Until Mayor and Cabinet agreed in February to consult on these specific change proposals, officers could have been unnecessarily raising anxieties.</p> <p>Since the consultation has started, new people referred to the service have been advised of the proposals offered an alternative provision with another provider.</p>
I like it here. I've made friends, and we enjoy doing the same things together.	Officers will support people to move in groups of friends to one of the other centres. We will make sure that people continue to get to do the same kinds of things they do currently.

Proposal 5: Drop in service for people needing minimal supervision and support	
Comment	Officer Response
'Light touch'/ drop in means nothing to us. Describe this service.	<p>This service will ultimately be shaped around the people who will use it. Those people are likely to be intellectually competent and may or may not have a physical disability or learning disability.</p> <p>Through the course of the consultation, officers have heard people talk about the importance of having somewhere to meet and catch up with their friends, or where they can take part in activities, all in a safe environment with some support available should they need it. As such officers have named this service 'A Place to Meet' which reflects the wide range of reasons why people might come now and in the future.</p>

Proposal 5: Drop in service for people needing minimal supervision and support	
Comment	Officer Response
	<p>The kinds of activities available will range from learning life-skills to leisure activities: help to read, write and manage a budget; also opportunities to develop self advocacy skills and practice skills to help get a job. Leisure activities can include board games, dominoes or pool. This will also be a place where people can meet up before going off somewhere else together and meeting up again at the end of the day.</p> <p>Alternatively this can be a place where people can come and have a cup of tea and a snack and 'just be'.</p>
People are too disabled to have a service like this. How are you going to keep them safe?	While the service is described as being 'light touch' there will be staff and volunteers available who can help people be safe. Because it is proposed that this service will be developed at Ladywell, which will be the disability specific centre, there will be a higher level of controlled access to, and management of, the building.
Will this service be open to people with long term conditions?	If an assessment shows that having 'A Place to Meet' is a good option for people with long terms conditions then they can be referred to this service by the support planner. It is also possible that some people with long term conditions would want to be volunteers or mentors and will be able to support some of the other users who have a learning disability , rather being a service user.
Ladywell will be a new centre for some people to go to. What if people don't want to go there?	<p>The Council has previously agreed that some kind of support should be available to help existing service users whose assessed needs might otherwise mean they would receive no support from the Council.</p> <p>People might choose to not take up this offer and could meet in the public areas that will be designed into the other centres. However, this proposal is the formal offer of support from the Council.</p>
Ladywell is too far away from everything else and it's difficult to get to.	While officers recognise that the centre is located near parkland and although it is not on a high street, the Ladywell Centre is well placed for access to all activities in Lewisham. It is close to central rail and bus links, being no more than half a mile from Ladywell Station, and local bus stops. By foot it is accessible

Proposal 5: Drop in service for people needing minimal supervision and support	
Comment	Officer Response
	across Ladywell Fields from Lewisham High Street and the hospital.
What if I go to the drop in and my friend, who is eligible for a council funded service, wants to come with me?	The specification for this service is flexible enough so that people who want to use their personal budget to pay for that service can do so, as long as it meets their identified needs.
Will people need to pay for this service?	<p>The aim of this service is to help people who would not otherwise receive any support from social care as they do not have eligible needs. Where this service is being offered to people as an alternative to 'no service', then the Council will commission the service and meet the cost.</p> <p>The Council also recognises that people who do receive support from social care will want to keep in touch with their friends in this service. As such the Council has made the specification for the drop-in flexible so that people with eligible needs will be able to buy days from their own resources or their direct payments.</p>

Proposal 6: People in CNS, ISR and Dementia will continue to receive transport from Door2Door. People with a learning disability and physical disability eligible for funded transport to receive a personal budget or direct payment to have that need met.	
Comment	Officer Response
How will the decision be made about who gets what transport?	<p>Part of a person's assessment will consider if they are able to travel independently, how well they are able to travel and if they are eligible for support from the Council. Those who are eligible for support from the Council will be offered either a Direct Payment or Personal Budget and help by a Support Planner to arrange alternative transport.</p> <p>The Council has been supporting schemes in the voluntary and community sector who provide transport; and will be working with them to extend these offers to people who are currently in day services. There is also the option of using taxis with the Taxicard/Capital Call scheme, using Dial-a-Ride or arranging transport with carers.</p>

Proposal 6: People in CNS, ISR and Dementia will continue to receive transport from Door2Door. People with a learning disability and physical disability eligible for funded transport to receive a personal budget or direct payment to have that need met.

Comment	Officer Response
<p>Taxis are not a good option for people with a learning disability. People are let out of the taxi without being taken to the door to make sure that someone is there to let them in.</p>	<p>The taxis that will be recommended for use will have been 'vetted' as part of the Council's Taxi Framework Agreement. As such they have experience of working with people with both learning and physical disabilities. As part of the Framework providers are also vetted and audited by the Council.</p> <p>A number of people in day services already use taxis for transport and this is working well.</p>
<p>Getting a direct payment is one thing too many for families who are already at stretching point. What happens if the transport doesn't turn up - people can't get to work.</p>	<p>Some people are already planning to put together the money that the Council will make available as a direct payment for transport and organising themselves into a car pool, taking turns to get people to their day service.</p> <p>The existing taxi providers on the framework have proven to be reliable, understanding the importance of supporting vulnerable people and being on time. That said there can be unavoidable delays, as there are now with Door2Door. Having a direct payment can help families have better control over the quality of the service provided: if the taxi doesn't turn up, you can call another taxi and use a different company.</p> <p>Officers recognise that organising transport will be a new experience for people and as such will support people through the transfer from Door2Door, including helping people to set up accounts with taxi firms. Once organised there should be a minimal amount of effort required as the transport will be booked on a regular basis.</p>

Proposal 6: People in CNS, ISR and Dementia will continue to receive transport from Door2Door. People with a learning disability and physical disability eligible for funded transport to receive a personal budget or direct payment to have that need met.

Comment	Officer Response
What about where people cannot travel on their own?	<p>Where appropriate the Council has a travel buddy scheme, which would be helpful to some people who can use public transport but still need some help and support. There is also help with independent travel training for those who are more able to travel on their own.</p> <p>The Council's taxi service includes provision for escorts to help people where necessary; due to the need for help with a wheelchair or because of challenging behaviour. People can pool their money to share the cost of the transport and escorts to make them more effective, or where appropriate the Council can look at individual cases.</p>
There's no consistency with taxi drivers. I wouldn't want to trust my relative with people I don't know	<p>Officers understand that initially people will be concerned about not knowing the driver, and that it will not always be possible to get the same driver all the time. However, with regular pickups, there is usually a small group of regular drivers. In addition the companies on the taxi framework have to provide drivers with DBR checks and are audited for compliance by Council officers.</p> <p>The volunteer driver scheme also welcomes regular bookings as these give the drivers regular work which provide consistency and opportunity for the development of a relationship with the family. Some people have already had positive experience of using the volunteer driver scheme.</p>
Concerned that changes to evening transport means that people will not be able to get to the clubs	The evening club transport is not part of this formal consultation and officers will be talking separately to the people involved, providers and to Mencap, about how people might get to clubs in the future.

Proposal 6: People in CNS, ISR and Dementia will continue to receive transport from Door2Door. People with a learning disability and physical disability eligible for funded transport to receive a personal budget or direct payment to have that need met.

Comment	Officer Response
Re-organise the whole of transport so that it is more efficient	<p>Officers are looking for savings in the delivery of Door2Door transport. Part of day service transport is shared with the buses to special schools but these savings proposals are linked to the six specific buses which are solely used for learning disability day services.</p> <p>The transport budgets are among some of the most complex in the Council because of this interrelationship between adult social care and education, and a change in one specific area does not directly lead to a reduction in cost. This is why officers have focused on the buses which are dedicated to Social Care.</p>

Proposal 7: Mulberry, Leemore and Naborhood Centres to be shared resources with a number of other providers.

Comment	Officer Response
Why don't you just have the one centre and move everybody there?	<p>Officers acknowledge the anxiety people have expressed about sharing spaces with groups who are not social care service providers. People also expressed concern about the buildings being shared with different client groups.</p> <p>However, there are also risks associated with bringing together a wide range of people with a wide range of complex needs into a single building. Putting together people with very challenging behaviour and learning disability, and others who are physically frail pose too great a risk to manage in a single building. Some families have expressed extreme concern that officers might even be considering this as an option.</p> <p>It would also be difficult to achieve a consensus on which specific building should be kept, as peoples expressed preference during the consultation was the one their relative attended. Officers understand that people find it difficult to accept that changing the number of centres does not help make the saving on the day care budget as buildings costs are part of a different budget.</p>

Proposal 7: Mulberry, Leemore and Naborhood Centres to be shared resources with a number of other providers.

Comment	Officer Response
I don't understand what it is that the Council is trying to do. Why should we have to share the centres with other groups?	<p>Officers want keep services as local as is practicable and spread across the borough. However, the number of people using the centres has declined as alternative offers have become available and we therefore need to consider ways of using them differently and more effectively.</p> <p>Council officers are trying to plan for the future by making the best use of all of the council's assets, making them available for specific services as well as using them to support the development of community spaces across the borough. In this way the future of the centres will be more secure as they will be well placed in the community for use by the whole community.</p>
Who are these other providers? What are these other services? They should be here talking to us.	<p>The other providers will be organisations who are already established in the voluntary and community sector in Lewisham. It was not possible to be specific about who these were as officers were in a separate consultation with those organisations about the proposals which directly affected them.</p> <p>However, officers have stated that organisations like the Citizens Advice Bureau, Voluntary Action Lewisham, Lewisham Speaking Up and existing organisations using the top floor at Leemore. This list is not exhaustive and the buildings could also be used by other organisations and groups as well.</p>

Proposal 7: Mulberry, Leemore and Naborhood Centres to be shared resources with a number of other providers.

Comment	Officer Response
How will you make sure that my relative is safe? They will be at risk if just anybody can walk into the centre.	<p>Officers understand that people are anxious about the safety of their relative in a building shared with other groups and organisations. Officers will work with all the providers to put in place a shared services agreement to ensure that buildings are safe. An initial meeting with key stakeholders to develop this has been arranged for the 22 July.</p> <p>Officers have worked with other providers who share buildings for different purposes and where there is open access (e.g. at the Calabash Centre, the Albany and Adult Education). Some parts of any building will have open access and shared while other areas will be more secure and access will be limited. There will be core/ lead providers in each of the buildings and the staff who are working with vulnerable adults in the community ‘hubs’ will have ongoing responsibility for safeguarding.</p>
How can we know that people with a learning disability will not be squeezed out of the shared buildings completely and end up with nothing?	<p>Keeping the buildings in use to support people with learning disabilities is a key objective of these proposals. Officers have identified specific areas in each of the centres which will be designated for use by people with learning disabilities and for use by the organisations supporting them.</p> <p>However, people will also be supported and encouraged to use the other activities and opportunities available in the hubs, including specific activities aimed at people with learning disabilities like employment opportunities; as well as all of the activities that will be developed in the hubs for use by the wider community such as the general shared areas e.g. café/ dining areas/ IT areas and any ‘pop-up’ short term activities as may be organised by other providers.</p> <p>Officers believe this is a really good opportunity for people with learning disabilities to be an active part of a wider range of services and activities available in the community.</p>

7. RESPONSE TO THE CONSULTATION

- 7.1. Section 6 sets out a summary of key points from the consultation. It considers areas of specific concern by each proposal and sets out specific responses and assurances from officers about what actions will be put in place so as to meet or minimise those concerns.

The general process and management of change

- 7.2. Officers are mindful that during the consultation many people wanted to talk about the specific implications for their own circumstances.
Response - The social work reviews and assessments have now given people an opportunity to have that discussion. Officers will continue to have close and detailed discussions with service users and their families until their specific service offer is in place and stable.

Proposal 1 – Reduction in Council Direct Service Management

- 7.3. People have highlighted the need for a robust process to transfer information to new providers so that they can support people well.
Response –Officers undertake to support visits from and to any new provider and to transfer any individual specific information and management plans as may be required. The Council will ensure that there is a member of staff who knows the person available throughout the change process. Officers will work with people and their families to support them in their discussion and decision making with any new provider to put in place an outline specification of the service to be delivered.
- 7.4. Through the period of consultation it has become clear that the employment pathways for the café/ shop at Naborhood, the GROW Project and the ‘Tuck Stop’ are not as significant a part of the service offer as had been initially advised: in fact the Naborhood café/ shop is an idea in development rather than a service in delivery. **Response** – Employment is a key strategic outcome for adults with a learning disability and younger adults. These are important activities for the current service users. However, these services are too small and resource heavy to be retained within the Council: they need to be developed and expanded. Officers will, therefore, identify one or more partners who can maintain and strengthen the work that has been initiated by the Lifestyles service.
- 7.5. Officers note that a number of people will need to identify new provision and new providers, and that the provider fairs have given some idea about what is available, but that proposal will want further detailed discussion about how individual needs will be met and by whom? **Response** - Officers will work with individuals and with groups, and their families as appropriate, to specify the services that they want and support them to establish the process for selecting providers that works best for them. including interviewing potential providers.

- 7.6. Officers recognise the importance of the drama and arts activities ‘Uproar’ and ‘Dare to Dream’ currently part of the service. **Response** – Officers will identify a specific performing arts partner to continue these offers in the new service.

Proposal 2 – The allocation of Direct Payments/ Personal Budgets

- 7.7. Officers acknowledge that many people have expressed a preference to not manage direct payments. **Response** – As part of support planning, officers will work with service users to establish Council managed budgets or Individual Service Funds. For some people the Council will continue to commission services from named providers.
- 7.8. Officers acknowledge that a formal consultation meeting does not allow for detailed discussions regarding individual impacts and choices. Therefore the implication of what direct payments and individual budgets mean; and what provisions will be available for people was not clear. As assessments are being completed the work on new support and activity preferences is becoming more tangible. **Response** - Officers will work with individuals and groups, and their families as appropriate, to identify which providers they would prefer to deliver their services. Depending on what that choice is, officers will work with people to identify the best and most efficient payment system and will work with service users and their families to establish the selection process that works best for them.
- 7.9. Officers recognise the strong views about the importance of friendship groups. **Response** – Officers have given an undertaking that people can move together in friendship groups. Where services are commissioned as individual or group specific, there will be a requirement for providers to facilitate shared social time. Both the specific allocation of service space in the buildings and also the shared spaces of the community hubs will facilitate this.

Proposal 3 – The ISR move to Ladywell

- 7.10. The proposal to move the ISR service to Ladywell, while not supported through the consultation questionnaires is accepted in the main by affected families. Families are highlighting specific issues around the importance of familiarity of staff and change management. **Response** – Officers will ensure that the change of location is managed sensitively. No specific assurance can be given about staff at this time as this is subject to a separate consultation. However, the LD clinical team has arranged for the delivery of an intensive training package to the service so that all staff are competent and confident in meeting the needs of this service.

Proposal 4 – Older adults moving to other day centres

7.11. The opportunity to visit alternative centres during the consultation process has helped make this proposal and its potential outcomes more concrete for those affected. Older adults have been able to express a preference for one of the proposed services or for something different during the consultation period. Alternative services for all older adults have now been identified. **Response** – Officers have already committed to maintain friendship groups through the moves and the majority of people have already expressed a preference for a specific provider with their friends. Transition meetings have been agreed between staff from the Ladywell Centre and from providers, who have also committed to spending time at each service during the transition period to ensure a smooth transfer of knowledge and skills; and to provide ‘a known face’ in the early post move days.

Proposal 5 – A Drop In service for people needing minimal support

- 7.12. Officers acknowledge that as a new service offer, the concept of ‘drop in’ has been difficult for service user and their families to conceptualise. In particular, people have expressed anxiety that there will be no support available. **Response** - Officers have worked with a group of advocates and key partners to explore in more detail what this service can offer. It has been renamed as ‘A Place to Meet and...’ (i) go onto somewhere else, (ii) play dominoes, cards or board games, (iii) just sit and chat (iv) get help and advice about bills and budgeting (vi) improve reading and writing skills (vii) be a volunteer/ mentor. In reality, the people who will use it will define and control over time what and when they use the space for. The service will be called down from the day service framework and will be the first new service in place.
- 7.13. People were concerned that this offer meant that their relative would spend days alone in the family home as they do not meet eligibility criteria for Council funded services. **Response** –This offer is being developed to be available during the core hours from 10-3 but there will be facilitated access to the building from 9-4.
- 7.14. There was also concern about loss of friendship groups because of the change in location of the service from the current three LD centres. **Response** – The people who are likely to be referred for this offer are likely to already be in friendship groups and will also meet up with wider friendship groups at the Mencap evening clubs. The development of a supported ‘drop in’ service at all centres is not sustainable, though people will have legitimate access to the public areas of the community hubs.

Proposal 6 – Personal Budget/ Direct Payment for transport

- 7.15. Officers have heard the concerns about Direct Payments that have been raised in the consultation. **Response** – The Council will put in place prepaid cards to ensure easy availability for cash in advance to pay transport providers directly. The Council will also advise people on

how to set up accounts with taxi firms and will advise them of firms on the Council's framework.

- 7.16. Officers understand that some people with a learning disability will require support to travel. **Response** – Officers will be assessing the nature and level of the support required as part of the assessment. Where transport by public transport with a travel buddy/ travel training, by shared taxi or by the volunteer driver scheme is assessed as not sufficient, the Council will consider escorted taxis.

Proposal 7 – Shared use of Mulberry Leemore and Naborhood

- 7.17. Officers understand the anxiety of people and their families around safety and security. **Response** – A number of rooms have been identified in each of the 3 centres for specific use for service delivery to people with a learning disability (see Appendix 10). To support security, and minimise random disruption of activities, doors will have secure access through the use of key codes or swipe cards. Only the Challenging Needs Service (CNS) at Mulberry will have restricted access to the specific area.
- 7.18. The consultation about changes to the Council's day services running in parallel to the specific consultation with voluntary and third sector partners about the future use of buildings has meant that officers have been unable to confirm with people who those organisations might be. This has resulted in concern about health and safety, and also safeguarding, of how the buildings will be organised. **Response** – Officers have noted particular questions that have been raised through the consultation process and have also offered a further opportunity to family carers to list the questions and concerns that they would wish to see included in a shared use agreement. A focus group has been established to look at the list of issues and write the shared use agreement. In the first instance, the overall management of the buildings will remain with the Council.

Recommendations

- 7.19. The Mayor is asked to consider the responses from the consultation and officers' responses to the same. Officers recognise that service users and their families have concerns about the proposals. These concerns will be managed as the assessment and support planning processes are completed, as tangible new service offers are identified and put in place, and as additional measures are put in place as highlighted in the officers' response in sections 7.2 to 7.18 above. It is officers' view that Option 5 remains the preferred option to deliver individualised services, support the Council's duty under the Care Act to manage and grow the market, and to deliver the savings of £1.1 million as a contribution to the overall target of £1.3 million set for day services in 2015/16. The Mayor is therefore, asked to agree the recommendations below:

- 7.20. That the Council consolidates its service provision to the three services for service user with complex needs – the Intensive Support resource (ISR), the Challenging Needs Service (CNS) and the Specialist Dementia Service.
- 7.21. That an undertaking is given to identify specific partners to work with the Council to maintain key activities in the areas of supported employment (e.g. Grow and ‘Tuck Stop’) and also performance art (i.e.. ‘Uproar’ and ‘Dare to Dream’).
- 7.22. That the Intensive Support (ISR) service for people with profound learning disabilities and complex needs currently at Leemore move to the Ladywell Centre.
- 7.23. That a service to be known as ‘A Place to Meet....’ (the ‘drop in’ service) is commissioned to support people no longer eligible for Council funded day care.
- 7.24. That the older adults currently using the Ladywell Centre who have not already moved to the specialist Dementia Unit move to the Housing 21 managed day centres at Cedar Court and Cinnamon Court or other similar provision of their expressed preference.
- 7.25. That specific areas are allocated for the delivery of services to people with a learning disability in Mulberry, Leemore and Naborhood. These centres extend their use to the wider Lewisham community as community hubs for a wider range of purposes in partnership with existing third sector organisations.
- 7.26. That these three centres, Leemore Mulberry and Naborhood are recognised as community hubs as part of the Community Services Assets portfolio, and there will be different rental and running costs and charges from those applied to general lettings.
- 7.27. That voluntary and community providers be invited to offer activities and support to people who will be receiving a direct payment or personal budget, either via the community hubs or alongside them.
- 7.28. That services users have the opportunity to use their direct payment to employ a personal assistant and make use of the community hubs.
- 7.29. That the in-house Door2Door transport be maintained only for older adults, the most complex service users with long term conditions, and the remaining Council directly managed service users (ISR, CNS, Dementia) with the travel needs of remaining day service users being met by a variety of alternatives including travel training and buddying; shared escorted and unescorted taxis and volunteer drivers.

8. TRANSPORT TO EVENING CLUBS

- 8.1. The Council has historically funded transport to evening clubs, primarily the Lewisham Mencap clubs on Monday Tuesday and Thursday evenings but also the SEALS swimming club on a Friday. This funding is discretionary and Door2Door drivers and escorts are paid overtime rates to make the service available. The Mayor was asked to consider this funding to make savings of £84K. Healthier Communities Select Committee had also consider this at their meeting on the 14th January 2015.
- 8.2. Mayor and Cabinet were advised that all but 4 of the 82 people who used the transport to the Mencap evening clubs also received other significant packages of care, with 45 people living in 24 hour services. In February there were 3 people attending the SEALS club on a Friday: that figure is now 2. Many of the people who use Door2Door also use alternative means of transport on other nights that they attend the clubs, such as dial a ride, public transport and taxis and some families on some nights also escort people.
- 8.3. Mayor and Cabinet were asked to consider a number of options relating to the future of the evening club transport and these have been set out again below.
- 8.4. **Option1** – Continue to fund the transport as is. The advantage is that it would be popular with Lewisham Mencap and with families. The disadvantage is that this will continue to cost the Council in excess of £84K,. This is a significant sum in a difficult financial climate, the money being spent on a group of people who are mainly already in receipt of a significant package of care to meet their assessed social care needs.
- 8.5. **Option 2** – Stop funding transport entirely. The advantage is a direct saving for the Council. The disadvantage is that this may have a more disproportionate effect on some people and their families than others, and Mencap have stated at Healthier Communities Select Committee that the clubs would close.
- 8.6. **Option 3** – Attendees could pay Door2Door directly for the cost of this service. The advantages are that ‘specialist’ transport with escort would continue to be available. The disadvantages are that though the Council has Public Carriage Vehicle (PCV) licences no organisation external to the Council is allowed to hire them. Also, it is unlikely that individuals would be able to afford the related costs or commit consistently to meeting the cost of transport and some people might not want to pay for transport to the clubs.
- 8.7. **Option 4** – Attendees can pay Community Transport Services for transport to the clubs. The advantage is that this is likely to be more affordable for people. The disadvantage is that people might not want to pay for transport to the clubs, and people might not see it as a reliable service. Also, while this is feasible in theory, Community Transport may not be able to provide the service 3 evenings a week.

- 8.8. **Option 5** – Stop the provision of transport for people living in 24 hour funded services and liaise with providers to develop an alternative offer. Develop transitional transport arrangements for attendees either living at home with their families or living independently depending on their circumstance. The advantages are that people who may otherwise be isolated can continue to attend at least one club, the preventive role of the club is maintained and people are not caused significant detriment to their health and well-being. The disadvantages are that it will take time to transition from Door2Door to alternative services, the full saving will not be made in year.
- 8.9. **Option 6** – that Door2Door offer transport during the winter, but not summer, months. The advantage is that people would not have to travel in the dark. The disadvantage is that the Council will continue to provide a non-statutory service for the foreseeable future, and people may not attend during the summer months.
- 8.10. **Option 7** – Officers to work with Lewisham Mencap to identify other ways to fund the transport to the clubs. This could include the use of discretionary Council grants. The advantages and disadvantages are as set out in Option 1 above.
- 8.11. Mayor and Cabinet, in recognition of the value of the clubs, both their social value to the people who attend them and their respite value to families, endorsed the view of the Healthier Communities Select Committee that there was a ‘consensus of concern’ regarding the impact of the loss of this amenity on the future of the clubs. Officers were asked specifically to work with Lewisham Mencap to identify ways to ensure that those people who wanted, and who were currently using the Council’s Door2Door transport, could continue to attend the evening clubs.
- 8.12. Officers approached this task from two perspectives . The first was to seek assurance from 24 hour providers that they could continue to support people in their services to attend the clubs: the response from the 24 hour providers has been positive overall though there is some further negotiation in regard to 3 people: one person placed in Lewisham by another borough; and 2 people where the 24 hour providers do not feel confident of giving a full undertaking at this time. Officers also continue to work with Shared Lives providers about how people placed with them, currently 8 people with 5 shared lives carers, can be best supported to continue to attend.
- 8.13. The second was to explore alternative transport opportunities for people who live at home with their families. Officers have identified that Access Lewisham and the Volunteer Driver schemes offer a cost effective way forward at a cost of £5.50 per person per return trip. The volunteer driver scheme organisers have confirmed that it would not be problematic to identify regular drivers to support the clubs. Officers have estimated that the cost of this service for those people currently

living in the family home, for each of the clubs they currently use Door2Door to attend, as approximately £14K per annum.

- 8.14. This proposal was presented to Lewisham Mencap on the 3rd June 2015. In attendance were members of the Mencap Committee of Management, volunteers from the clubs, a club member and Mencap's patron. While recognising that some finer operational details remain to be finalised, Lewisham Mencap were supportive of the proposal. In the spirit of co-production, Lewisham Mencap also undertook to monitor attendance at the clubs and report attendance and absence to the Council on a quarterly basis.

Recommendation

- 8.15. Officers, therefore, recommend to the Mayor that people who currently use Door2Door to attend or return home from evening clubs are supported as follows: where applicable by their 24 hour provider; where the person lives at home with their family to be supported with a direct payment to pay for a volunteer driver.
- 8.16. Should Mayor and Cabinet agree that recommendation, officers will coordinate the initial route scheduling with the volunteer driver scheme to support an implementation date of 30 August 2015.

9. IMPLICATIONS FOR STAFF

- 9.1. Should the proposals outlined in this paper be agreed, a number of Council employees who work in the Council's directly managed day services and the Door2Door transport service will be affected.
- 9.2. Should these proposals be agreed there is potential for redundancy at both management and front line level in the day service. The day service currently operates using a high number of agency staff, however, redundancy is likely to apply for some staff.
- 9.3. Door2Door also uses a number of agency drivers and escorts on its shared and single bus routes. The costs associated with the evening clubs are overtime only payments which will just stop. However, redundancy may still apply.
- 9.4. The proposals do not recommend an outsourcing of either service and much of the reconfiguration of the day service is unlikely to reflect a continuation of the same. However, there is a possibility that TUPE may apply to relevant Council employees working in the day service in some instances.
- 9.5. Should the proposals be agreed, appropriate consultation with staff and their trades unions will take place in line with the Council's Management of Change policy and the Council's TUPE transfer guidance and statutory requirements.

10. NEXT STEPS AND TIMESCALES

- 10.1. This paper has set out the vision for the future of day services in Lewisham. This offer supports the Council to be Care Act compliant and promotes a more flexible and inclusive approach which also promotes prevention as well as meeting eligible needs.
- 10.2. A specific purpose of the paper has been to report back to Mayor and Cabinet on the outcomes of the formal consultation on Option 5, the agreed preferred option for the future shape and structure of those day services and associated transport currently directly managed by the Council as detailed in Section 5. In summary, this report makes recommendations to Mayor and Cabinet that mean that the Council will become a smaller direct day service provider and that transport for people with a learning disability will be primarily funded through a direct payment. The paper also set out a series of actions and assurances in officers' responses as a result of matters raised during the consultation process.
- 10.3. As part of the savings proposals presented to the 11th February 2015 Mayor and Cabinet, it was also proposed that the Council no longer fund the discretionary cost of transport to evening clubs. Although not subject to the need for statutory consultation, Mayor and Cabinet asked officers to work, particularly with Lewisham Mencap, to identify a way to support continued attendance at the clubs in recognition of their social capital. The paper also makes a recommendation for this in section 8.
- 10.4. Should the Mayor agree the recommendations as set out in this report, the following is an outline timetable for the main process of implementation. This represents a slight delay from the proposed timescales in the 11th February paper where the 1st October 2015 was the proposed date for full implementation of the changes. This reflects the later presentation date to Mayor and Cabinet of this paper from that in the original paper.

Mayor & Cabinet

15 July 2015

Business Scrutiny

28 July 2015

Day Services

Individual reviews completed 31 July 2015

Staff Consultation start 30 July 2015

Staff Consultation ends 20 August 2015

Staff selection completed 13 October 2015

Move of older adults from Ladywell 30 August 2015

Services for people with LTCs in place	30 August 2015
Council retained service established	30 August 2015
Drop In service established	14 September 2015
New services for people with LD in place	26 October 2015

Evening Clubs

Letters to people affected	3 August 2015
New arrangements in place	30 August 2015

- 10.5. Officers have put in place a detailed implementation plan which ensures that people are engaged and consulted about and helped to plan their individual service options throughout the change process so as to make sure that changes happen as smoothly as possible. This plan is monitored by the Community Services' Directorate Management Team.
- 10.6. Following the completion of the reviews for people with a learning disability, officers will consolidate further the detail of that plan to include detailed individual changes management processes. While there have been two provider fairs held already, one during the consultation process and one subsequent to it, officers will ensure that there are further opportunities for service users and their families to meet with providers. Officers have given an undertaking in the response to the consultation to ensure that there is support given to service users through the transition process by familiar staff and will ensure that this undertaking is built into the management plan.
- 10.7. While directly linked to the assessment process, but separate from the identification of day service provision, there will be a separate task and finish group to manage the Door2Door and transport changes as set out in this report.
- 10.8. Officers will also put in place a robust review and monitoring system to ensure that changes happen sensitively and appropriately for service users and their families. Lewisham Speaking Up have established an 'expert by experience' team who will undertake a specific monitoring role for the process during the change period and for the six months following implementation. They will report regularly to the Directorate Management Team. The implementation plan will also reflect a monitoring and review period post the end of the change process to ensure a responsive approach to 'teething problems'.
- 10.9. Building on the work of the focus group determining the shared buildings protocols, officers will establish a regular long term 'all users'

buildings management meeting which officers from the council will attend and where there can be speedy resolution of arising issues.

11. FINANCIAL IMPLICATIONS

- 11.1. The 2015/16 savings proposals considered by Mayor and Cabinet on 12 November 2014 included £1.3m from day care and associated transport. This report describes how the £1.1m from the Council's directly managed day care and associated transport will be delivered in a full year. The balance of £200K on the total £1.3m saving attributed to day care has already been delivered from an adjustment to the Council's funding of mental health day services.
- 11.2. The current budget for the day care service is summarised in table 1 below.

Day Care Type	Budget
In-house budgets for care	£3,421,400
Purchased day care	£803,000
Mental health (COS)	£729.700
Sub total	£4,954,100
Transport budgets	£2,443,300
Total budget	£7,397,400

Table 1: Overall cost of day service and transport

- 11.3. The original report in February 2015 framed the savings by which part of the service the savings would be made in and how and this is summarised in table 2 below. Savings from 1:1 arrangements were not quantified but were expected to exceed the £30K required to fully achieve the £1.3m savings sought.

Proposal	Saving £K
Reconfiguration of in house provision	230 + 1:1s
Improving access and service redesign	340
Adult Mental Health day service	200
Reduction in days of service delivered	200
Reduction in use of Door2Door	300
Total	1,270 + 1:1 costs

Table 2 – Day service savings proposals summary

- 11.4. This report presents the service model as it will be delivered net of the £800K to be saved and is summarised in Table 3 below. It shows an under delivery of £16K of the saving, but as with table 2 above, this is mitigated by the 1:1 savings that were released by the remodelling of the dementia service.

Service and associated costs	£
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Total available for the delivery of services	2,288,500
Cost of ISR	372,000
Cost of CNS	479,000
Cost of Dementia Unit	336,000
Cost in-house	1,187,000
Cost of PB services for people with LD	153,000
Cost of PB services for people with LD	899,500
Cost of 'A place to meet'	65,000
Cost other provider/ PB	1,117,500
Total cost of service	2,304,500
Difference from available	-16,000
Cost of service for older adults is contained within Housing21 or dementia service costs	

Table 3 – Cost of redesigned day service summary

- 11.5. This shortfall has been addressed by proactive referrals for fully funded health care as a direct result of the review processes. This has identified additional income of £21K.
- 11.6. The £300K saving associated with changes to in-house transport and evening clubs is summarised in Table 4 below.

Proposal	Saving £K
Evening clubs (14K)	70K
Use of direct payments for days service transport	216K
Total saving	286K
Difference from original	14K

Table 4 – Cost of redesigned transport offer summary

- 11.7. This saving relates to replacing the dedicated Adult Social care buses used to transport people with a learning disability to day centres. Initial modelling shows that these savings are deliverable. However, they are dependent on the ability of Door2Door to reduce their costs in response to the reduced demand. Further work is needed to ensure that the full saving is achieved and should the transport recommendations be agreed by Mayor and Cabinet there may be a requirement for formal consultation with Door2Door staff.
- 11.8. The capital costs for redesign of the building for communal use (e.g. IT costs, key coded doors, remedial building works) will be met from the capital element of the Better Care Fund.
- 11.9. The paper highlights that there may be costs relating to redundancy or potential for TUPE transfer of existing members of staff. However, the full implication of this will not be known until the conclusion of the

formal staff consultation period and the Council's ER/VR process. No estimate is included in the costs in Table 3 above.

- 11.10. The need for a formal consultation process followed by staff consultation means that a full year saving for 2015/16 was not possible. The original report to Mayor and Cabinet estimated a part year saving of £953K will be delivered in 2015/16 and the residual £317K of saving relating to this programme being delivered into 2016/17. Current estimates are a part year saving of £450K in 2015/16 with the residual £850K delivered in 2016/17.

12. LEGAL IMPLICATIONS

- 12.1. The Care Act has replaced the National Assistance Act 1948 and the NHS and Community Care Act 1990 in providing the framework for assessment and provision of services to meet an adults eligible needs for services, as well as their wider need for supportive and preventative advice, information and support in the community. In changing or altering services provided under Social Care legislation each individual's needs for services must be individually reassessed before changing the service or manner of delivery. In addition, in making proposals for service changes overall, there must be proper and meaningful consultation with service users, their families and any stakeholders, to enable and facilitate clear understanding of the proposals and enable stakeholders to express their views effectively.
- 12.2. An obligation to consult on proposals for service changes arises either as a result of statutory requirement, or as a result of the operation of the principle of legitimate expectation, i.e. as a result of previous statements or practice adopted by the Council when making proposals for change; or an obligation to consult can arise from the principle of fairness, reasonableness and rationality in public law decision making.
- 12.3. The general principles involved in consultation are that the proper parties, i.e. those who will be affected, or have a legitimate interest in the proposals, are consulted, at an early enough stage to enable their response to be taken into account in making decisions; that all the necessary and relevant information is provided, in accessible and comprehensible format; that there is the opportunity (and sufficient time) to raise questions and to express opinions during the decision making process, and before provisional and final decisions are made.
- 12.4. Therefore preliminary consultation as to the possible options should take place, as they have in this process for 18 months , even if at that stage only outline proposals are discussed, enabling more complex and detailed proposals to be worked up. There is some discussion as to the difference, if any, between consultation with relevant parties and involvement of those parties in the decision making, as case law in this area develops; in reality, there is now little distinction between the two processes. Therefore, in the matter of R(Robson) v Salford City

Council [2015]EWCA Civ6 , the Court found that in practise, the Council had fulfilled requirements of consultation , as the persons affected by the changes had been in effect, individually involved in the Councils decision- making.

- 12.5. Lord Woolf MR remarked in R v North and East Devon Health Authority Ex p Coughlan QB213 that … ” It is common ground that, whether or not consultation of interested parties and the public is a legal requirement, if it is embarked upon it must be carried out properly. To be proper, consultation must be carried out at a time when the proposals are at a formative stage; it must include sufficient reasons for particular proposals to allow those consulted to give intelligent consideration and an intelligent response; adequate time must be given for this purpose; and the product of consultation must be conscientiously taken into account when the ultimate decision is taken”.
- 12.6. Good practice indicates that consultation should take place on the basis of a formal document, setting out the proposal/s and the reason/s why they are being made. Opportunity should be given for discursive response, avoiding a “tick box” approach ,allowing the respondent to give reasons for their views. Clear explanation as to why any preferred option is favoured above the rest should be available , and the positives and negatives of each option should be explained, Projected difficulties or reasons why any option is not to be pursued should also be set out clearly. In addition to formal documentation, other consultation events should be arranged, as well as opportunities to communicate with respect to the proposals, via other media and in other ways.
- 12.7. The Courts have considered what constitutes “sufficient information” in two recent cases, R(United Company Rusal Plc) v London Metal Exchange [2014] EWCA Civ 1271 and R (Moseley) v Haringey LBC [2014] 1WLR 3947. In Rusal, the Court held that the information must enable those affected by the proposal to make a proper response to the proposal actually being made, not , “ in general, …to providing options or information about proposals which it is not making unless there are very specific reasons for doing so” . However, Lord Reed in Moseley held that the duty to provide information /consult depends on context; “ specifically the purpose of the consultation”, and , in context, this meant a need to provide information on alternatives to the preferred option.
- 12.8. However, there is no real conflict between these two judgements. It is clear that the requirement is to explain the reasons for the preferred option, with the consequences of its adoption. Alternatives, and the reasons for them not being pursued, should also be clear , transparent and explicable, The decision making authority should take into account the results of the consultation, duly evaluate them and respond to them when making final recommendations and decisions.

- 12.9. In the event that Mayor and Cabinet agree the proposals relating to day services and transport changes, there is the possibility of redundancies and the application of TUPE for relevant council employees. Appropriate consultation with staff and their trade unions will take place in line with the Council's TUPE guidance, redundancy policy and statutory requirements.
- 12.10. The Equalities Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In summary the Council must, in the exercise of its functions, have due regards to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited under the Act.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.
- 12.11. The duty continues to be a "has regard" duty, and the weight to be attached to it is a matter for the Mayor to decide, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 12.12. The Equality and Human Rights Commission (EHRC) has issued "Technical Guidance on the Public Sector Equality Duty" and statutory guidance the "Equality Act 2010: Services and Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to chapter 11 which deals in particular with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The Statutory Code and the Technical Guidance can be found at www.equalityhumanrights.com/legal_and_policy/equality-act-codes-of-practice-and-technical-guidance/
- 12.13. The EHRC has previously issued five guides for public authorities in England giving advice on the duty:
- The essential guide to the public sector equality duty
 - Meeting the equality duty in policy and decision making
 - Engagement and the equality duty
 - Equality objectives and the equality duty
 - Equality information and the equality duty
- 12.14. The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duty and

who they apply to. It covers what public authorities should do to meet the duty, including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at:
www.equalityhumanrights.com/advice_and_guidance/public_sector-equality-duty/guidance-on-the-equality-duty

13. EQUALITIES IMPLICATIONS

- 13.1. An Equalities Analysis Assessment (EAA) has been completed for these proposals.
- 13.2. It suggests that:
 - Across all services included in this paper and given the nature of the services being delivered, people with learning and physical disabilities as well as people with mental health issues will be negatively impacted by the specific nature of the services subject to these proposals.
 - Broadly, no ethnic group will be disproportionately affected by the proposals, though some specific services have slightly more impact than others.
 - In terms of age the majority of services are for younger adults under 65, which will mean they will be disproportionately affected by the proposals compared to other social care services.
 - There are proportionately more males in day care settings which will be affected by these proposals than women when compared to the population of day services users across Social Care.
 - There is only a limited amount of data available for carers. Across Day Services only a small percentage of carers have a long term health condition or disability; thought at the Neighborhood 35% of family or carers have a health condition. Approximately a third of parents or carers are working and a third are over the age of 65.
- 13.3. The impact across all protected characteristics affected by these proposals will be low as the services being provided will be delivered differently rather than being removed. Additional services will be developed in conjunction with the Voluntary and Community Sector in order to provide a broader range of services than that currently available.
- 13.4. The EAA for Transport suggests that:
 - Service users under the age of 65 are more likely to be affected by the proposals as the transport service supports younger adults attending Day Services.
 - Men will be slightly more affected by the changes to transport but the numbers are similar to the percentage of men receiving support from Day Services.

- Though there are slightly more white people receiving transport to Day Services the numbers are comparable to those in Day Services.
- 13.5. All services users will be negatively impacted by the proposed changes to transport to Day Services, though alternative arrangements have been developed in partnership with Voluntary and Community Sector organisations which will mitigate this impact. In addition service users will be provided the opportunity to organise their own transport as part of the Personal Budget/Direct Payment, meaning that transport will still be provided for.
- 13.6. The full EAA can be found in Appendix 12.

14. ENVIRONMENTAL IMPLICATIONS

- 14.1. There are no specific environmental implications arising from this report.

Background Documents

Adult Social Care Efficiency Programme

<http://www.local.gov.uk/documents/10180/11779/LGA+Adult+Social+Care+Efficiency+Programme+-+the+final+report/8e042c7f-7de4-4e42-8824-f7dc88ade15d>

Putting People First

Transforming Social Care

<http://webarchive.nationalarchives.gov.uk/+/www.dh.gov.uk/en/SocialCare/Socialcarereform/Personalisation/index.htm>

The Care Act

<http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted>

Caring for our future

<https://www.gov.uk/government/publications/caring-for-our-future-reforming-care-and-support>

Healthier Community Select Committee paper January 14 2015

<http://councilmeetings.lewisham.gov.uk/documents/s33202/06%20Day%20Service%20Savings%20140115.pdf>

Mayor and Cabinet paper February 11 2015

<http://councilmeetings.lewisham.gov.uk/documents/s33696/Remodelling%20Day%20Care%20Services.pdf>

For further information on this report please contact:

Heather Hughes, Joint Commissioning Lead Complex Care & Learning Disability on 020 8698 8133 and Joan Hutton, Head of Adult Assessment and Care Management on 0208 314 8364.

Appendix 1: Consultation packs

Changes to Lewisham Council's adult day service provision and associated transport

Consultation 23 February 2015 to 18 May 2015



Information and questionnaire

If you are reading this on behalf of a service user and they need a more accessible version please fill in the sheet below or contact us by telephone.

You can ask for this information and questionnaire in:

- easy-to-read version
- another language
- audio
- Braille.

If you need any of these or if you would like help completing the questionnaire, please fill in the sheet below and send it to us using the pre-paid envelope provided.

Joint Commissioning
Community Services Directorate
2nd Floor East
Laurence House, 1 Catford Road
Catford
London, SE6 4RU

I require a large print version (size 16 font)

I require a jumbo print version (size 18 font)

I require a copy in Braille

I require this information in another language

[please name language] _____

I require an easy-to-read version

I require an audio version

My name:

.....

My address:

..... Postcode:

.....

My telephone number:

.....

If you have any difficulty understanding the information in this pack please call 020 8314 8606 and leave a message with your contact details and we will get back to you.

Consultation: Changes to Lewisham Council's adult day service provision and associated transport

Councils across the country are having to make savings because of a reduction in funding from the Government. Lewisham Council has to make savings of £85 million over the next three years. This means reducing what the Council spends by a third – or £1 in every £3. The Council has to work within the financial constraints that this puts on it. Therefore, as part of setting its budget, the Council is considering a wide range of proposals for saving money.

This consultation is about changing the way services are provided by adult social care to give people more choice in their care, and provide those services more cost effectively. Despite the fact that adult social care is required to make significant savings of £7m in the coming year with further substantial savings in the following two years the Council remains committed to prioritising its responsibilities to meet the needs of vulnerable adults. It aims to meet these needs creatively, delivering high quality services and promoting safety even within these financial constraints. Among the proposals being considered by the Council are changes to how it delivers day services to save £1.3million.

The proposals set out in this consultation paper reflect the Council's continuing commitment to deliver services which offer people the opportunity to choose the services which best meet their needs by using personal budgets and direct payments. Many people already have a personal budget and employ a personal assistant to support them to access a wide range of locally based community activities. Additionally, the Council works with 'Community Connexions' and other support planners to help people find out about what is available in or near where they live. Over the past five years the Council has worked in partnership with other organisations to provide day services for vulnerable adults. These range, from social activities such as the 'Allsorts' group delivered by Heart'n'Soul and 'Meet me at the Albany' delivered by Entelechy Arts to the supported employment services such as the 'Pretty Little Cup Cakes' shop and 'M'Eating Place' cafe managed by PLUS and Lewisham Nexus Service respectively. The Council also continues to commission building based day services for older adults from Housing 21 at Cinnamon and Cedar Courts and from Hestia at the Calabash Centre. These are just a few of the day service offers available in Lewisham.

The proposals set out in this consultation paper relate specifically to the four day centres managed by Lewisham Council – Ladywell, Mulberry, Naborhood and Leemore - and the services which take place in them. We are considering changing the way in which these services are delivered, who should deliver them, and how people might travel to them. These proposals maintain the Council's principles of delivering services which are designed to meet peoples' individual requirements while looking at how costs can be reduced. The changes may affect the services themselves and the transport associated with getting to one of those day centres. The proposals suggest the Council retains all four centres for day services use by sharing the buildings with other community and third sector providers. This means that service users can still have use of all of them whoever provides their day service.

This consultation is an opportunity for you to give your opinion about the proposals the Council is putting forward and tell us about any alternatives that you may wish the Council to consider recognising the financial constraints the council is working within. It is very important that we hear from you and we welcome any comments you would like to make on this subject. We have written to all service users who may be affected by these changes inviting them to complete this questionnaire.

We are inviting other local organisations, including voluntary and advocacy groups in Lewisham, to comment on these proposals.

How can I take part in the consultation

There are several ways you can respond to this consultation:

By email – you can send any views or inquiries to
dayserviceconsultation@lewisham.gov.uk

By post – please fill in the enclosed questionnaire and send it back to us in the pre-paid envelope. Alternatively you can write to Joint Commissioning, 2nd Floor, Laurence House, Catford SE6 4RU

By attending a consultation meeting – you can attend a meeting organised at one of the day centres to hear about the proposed changes and give your views direct to Council officers.

For people who attend the Lifestyles services at Leemore, Naborhood and Mulberry; their family and carers, three meetings have been organised at the Leemore Centre, 29-39 Clarendon Rise, Lewisham, SE13 5ES. The meetings will take place on:

- Monday 30th March 2015 from 2pm to 3pm
- Tuesday 14 April 2015 from 6:30pm to 7:30pm
- Thursday 07 May 2015 from 2pm to 3pm

For people who attend the Ladywell Centre; their family and carers, three meetings have been organised at the Ladywell Centre, 148 Dressington Avenue, Ladywell, SE4 1JF on:

- Wednesday 11 March 2015 from 2pm to 3pm
- Tuesday 28 April 2015 from 2pm to 3pm
- Wednesday 06 May 2015 6:30-7:30pm

Online – www.lewisham.gov.uk/consultation and search for the adult day service provision consultation.

As part of the consultation the Council is also arranging for people affected by the changes to visit alternative services and meet other service providers who may be able to support them. In addition to specific service visits, the Council has arranged a 'Provider Fair' where a range of day service providers will be available to talk to you about what you want and how they might help you. This will take place on:

24 March 2015 from 3pm to 7pm in the Council Chambers, the Civic Suite, Catford Road.

Social workers and support planners will also be working individually with service users and their families during the consultation period to talk about the individual implications of these proposals, any specific issues and preferences that may need to be considered, and to be an additional source of information and advice.

What if I need more information on the consultation?

Please call **0208 314 8606** and leave a message or email us at:
dayserviceconsultation@lewisham.gov.uk

When does the consultation end?

The consultation ends on **18 May 2015** so please send us your views in time to reach us by then.

After the consultation

Once the consultation closes we will consider the responses received and a summary of the responses will be included in a report to the Mayor and Cabinet meeting in June 2015. That report may also recommend changes to the original proposals based on the findings of this consultation.

The report will ask for approval for the proposed changes to day services. People who are affected by the proposals will be supported with any changes to their service. We expect to have made any changes agreed by Mayor and Cabinet by October 2015.

Please note that the questionnaires are anonymous so we will not be able to identify you by your response.

Part 1 – Background

Current day services and transport

We have already improved our local day services by encouraging people to use personalised budgets and direct payments. This has meant that an increasing number of people are using this money to choose their own activities and create their own daily routines.

We have also helped voluntary and community sector partners to provide alternative services and activities which run within the community. These partners have developed more local opportunities in anticipation of legislative changes, specifically those found in the Care Act. Because of this work, there is less demand for services directly managed by the Council, and many of our day centre buildings are under occupied.

It has also become clear that the door2door transport service cannot adequately support the delivery of personalised support, to places and at times that suit the lifestyles of people who use our services as it is restricted to the core hours of 9am–5pm, Monday to Friday.

The Council's recent approach to transport has focused on helping people be more independent. Using grant funding, we have increased volunteer driver schemes and expanded our community transport service. We are also taking into consideration how people have other means of transport available to them - for example, through their mobility allowance, taxi cards and bus passes. We have also focused more on teaching adults with a learning disability how to use public transport.

Reasons for changing the day services

The Council is currently the major provider of day services in the borough. This no longer needs to be the case because there are now enough local services and service providers to meet the needs of people who are eligible for day services. However there are a small number of people with complex care needs for whom the Council considers it should continue to provide services directly.

The fact that there is less demand for the directly-managed Council service has implications both for the buildings currently used and for transport. We could reduce the number of buildings we use. However, we are proposing that rather than close the centres, we make better use of them by sharing them with other organisations.

The use of door2door, our in-house transport provider, is shrinking. This is both because there are fewer people going to day centres for people with learning disabilities, and because people are increasingly going to other day services where we have had to look for alternative transport. All of this means that the door2door service can no longer deliver the flexibility and availability of transport for those adults who are assessed as eligible for Council funded transport in a cost-efficient way.

Part 2 – The proposals

We would like to hear your views on proposals to change how we deliver our adult day services and the transport related to them. The full paper that was presented to Mayor and Cabinet on 11 February 2015 can be found at www.lewisham.gov.uk/dayservicepaper.

We have looked at a number of options, including making no changes to the way the service is delivered currently, stopping new referrals to our services while existing service users continue to attend the centres, centralising all services into a single location, and outsourcing the service entirely.

The advantages of all of these options are:

- the continuity of care
- the perceived stability of having services provided by the Council
- they will achieve some of the potential savings.

The disadvantages are that we would:

- risk introducing inequality by dividing the service
- risk increasing safety concerns
- stifle market development which we have a duty to promote
- continue to see a downward spiral of usage and an increase in costs, and will not achieve the full savings required in the current financial climate.

The preferred option aims to strengthen the number and range of providers who deliver services locally while the Council limits its direct provision to areas where the local market is not sufficiently developed. It looks to keep the four existing centres open, with one centre being specifically for people with disabilities, while the other three are used more flexibly by offering space to other third sector providers. It also aims to deliver flexible transport to places, and at times, that better support people's needs.

The proposed changes are outlined below:

Proposed change 1:

The Council proposes to reduce the service it directly manages to people in day centres. Only services for people with complex needs in the Intensive Support Service (ISR), the Challenging Needs Services (CNS) and the Dementia service would continue to be provided by the Council. The sheltered employment services at the centres would continue (GROW, Tuck Stop and the Naborhood café and shop).

Proposed change 2:

The Council proposes that the majority of adults with a learning disability and adults with physical disability or long term conditions will be allocated a personal budget or direct payment and helped by the Council to plan how they want their care and support to be provided in the future, including help to find a new provider(s). The council will help people to pool their budgets with their friends and buy services together. These services could continue to be delivered from the existing centres by other providers, or people can use their budget to buy services elsewhere.

Proposed change 3:

The Council proposes to move the intensive resource service (ISR) to the Ladywell Centre. A brighter building on a single level, the Ladywell Centre would be better able to support people who use wheelchairs and who need specific and complex personal care facilities.

Proposed change 4:

The Council proposes that older adults who use the service at the Ladywell day centre (excluding the specialist Dementia service) will be supported to move to other existing providers of older adult day services at other centres in the borough.

Currently Housing 21 runs services for older adults at Cinnamon Court and Cedar Court while Hestia runs a service at the Calabash Centre.

Proposed change 5:

The Council proposes to commission a drop-in service for some people who currently use the day centres who need only minimal supervision and support. The intention is to commission this service at Ladywell.

Proposed change 6:

The Council proposes to change how transport is provided for people who meet eligibility for Council funded transport. The Council will continue to offer directly managed transport to older adults and also to people with a learning disability who have complex needs (i.e. ISR and CNS). Other people with a learning disability and people with physical disability who are assessed as being eligible for Council funded transport will be supported to identify other ways of having their need for transport met through offering a direct payment or personal budget to meet that need.

Proposed change 7:

The Council proposes that the Ladywell day centre will be nominated as the base centre for people with complex needs as it is on a single floor and lends itself best to use by people who use wheelchairs and have complex physical care needs. The Mulberry, Leemore and Naborhood centres which are located close to a range of community facilities and transport will become community hubs - buildings shared with charitable and voluntary community providers. To ensure that the buildings remain available for use by people with a learning disability, specific space would be allocated in each of them for day service use so that even where the providers of the service may change, people can continue to have their service delivered in a centre of their choice.

To ensure the safety and security of vulnerable adults in the community hubs protocols will be developed which clearly define the roles and responsibilities of each provider for the management of the building and/ or providing services. These protocols will be based on those already developed at the Albany Theatre, Adult Education facilities and the Calabash Centre and which work well.

Why these changes?

We believe that the proposal set out above:

- allows us to maintain the direct management of services for our most complex clients
- retains a wide range of locations for the delivery of services (four buildings rather than one) and supports people whose services are provided by a different organisation to have a choice of location.
- Makes best use of council buildings and supports a more vibrant and inclusive environment though opening them up to voluntary and community sector organisations
- Delivers a more personalised service through the increased in personal budgets and direct payments with support from the Council to plan and secure individualised activities and services
- promote an increase in the number and range of local providers, resulting in more flexibility and choice for individuals and groups of service users

- would achieve the required level of savings through the delivery of high quality, responsive and personalised services.

The disadvantages are;

- Some people may prefer services totally run by the Council;
- That some people may think that direct payments are difficult to manage;
- Some service users may have to use services from different locations
- Some people may have concerns about sharing buildings with adults who are not day service users while others may have concerns about Ladywell being too segregated
- Some people will have concerns about friendship groups being maintained.

Part 3 – Consultation questions

This section asks you how you feel about the seven proposed changes we are considering. You can tell us how you feel about each change by placing a tick in the box next to the statement that best reflects your views.

As well as the seven proposed changes, there are open questions which ask you for your suggestions for alternative ways to make savings.

Are you:

(please tick all that apply)

- a service user
 a friend or family member of a service user
 a carer of a service user
 a voluntary organisation or advocate group.
 a Lewisham resident
 Other (please specify) _____

If we do not make changes day services are there any other changes the Council can make to meet our saving requirements?

Please write your response below.

.....

Proposed change 1

The Council focuses on directly providing services and support to complex service users and will continue to support sheltered employment.

- Strongly agree
 Agree
 Neither agree nor disagree
 Disagree
 Strongly disagree

Proposed change 2

Service users with non-complex needs will be given a personal budget or direct payment to plan their own care and support

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

Proposed change 3

Move the intensive resource service (ISR) to the Ladywell Centre.

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

Proposed change 4

Older adults will be offered services at Cinnamon Court, Cedar Court and the Calabash Centre.

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

Proposed change 5

The Council will commission a drop-in service for people who need only a minimal level of supervision and support.

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

Proposed change 6

People assessed as needing transport will be offered a direct payment to organise their own transport.

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

Proposed change 7

Ladywell will be specifically for people with complex needs while the Mulberry, Leemore and Naborhood centres will become community hubs.

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

Are there any other ways we could change day services to contribute to our savings requirement?

.....

Will any of these changes affect you or your family?

Yes No

If so please tell us how in the space below.

If these proposals are approved, what could we do to make sure that the implementation of these proposals is managed as well, and as supportively, as possible?

.....

Are there any other comments on the content of this consultation paper, not covered above, that you would like to make?

.....

About you

We would like to ask a few questions about you so that we can evaluate the responses to this survey in greater detail. We want to do this so we can better understand what residents say to us, and so we can use that understanding when we make decisions.

However, you do not need to answer any of these questions.

Any information that you do provide will remain strictly confidential in accordance with the Data Protection Act.

Gender

Male Female Rather not say Other (please state)

Age

Please select your age group

Under 18 18–24 25–29 30–34 35–39 40–44
 45–49 50–54 55–59 60–64 65–74 75+
 Rather not say

Ethnicity

What is your ethnic group?

White
Irish/British

English/Welsh/Scottish/Northern
 Irish
 Gypsy or Irish Traveller
 Any other White background (please specify)

Mixed/multiple ethnic groups and Asian background specify).....	<input type="checkbox"/> White and Black Caribbean <input type="checkbox"/> White and Black African <input type="checkbox"/> White <input type="checkbox"/> Any other mixed/multiple ethnic (please specify).....
Asian/ Asian British specify)	<input type="checkbox"/> Indian <input type="checkbox"/> Pakistani <input type="checkbox"/> Bangladeshi <input type="checkbox"/> Chinese <input type="checkbox"/> Any other Asian background (please specify).....
Black/African/Caribbean/Black British background specify).....	<input type="checkbox"/> Caribbean <input type="checkbox"/> African <input type="checkbox"/> Any other Black/African/Caribbean (please specify).....
Other Ethnic Group specify)	<input type="checkbox"/> Arab <input type="checkbox"/> Any other ethnic group (please specify).....
	<input type="checkbox"/> Rather not say

Disability

Under the Equality Act 2010, a person is considered to have a disability if they have a physical or mental impairment which has a sustained and long-term adverse effect on their ability to carry out normal day-to-day activities. People with HIV, cancer and multiple sclerosis (MS) are also included.

Yes No Rather not say

Please state the type of impairment that applies to you.

People may experience more than one type of impairment, in which case you may indicate more than one. If none of the categories apply, please mark 'Other' and specify the type of impairment.

- Physical impairment, such as difficulty using your arms or mobility issues which mean using a wheelchair or crutches
- Sensory impairment, such as being blind/having a serious visual impairment or being deaf/having a serious hearing impairment

- Mental health condition, such as depression or schizophrenia
- Learning disability/difficulty, such as Down's syndrome or dyslexia or cognitive impairment, such as autistic spectrum disorder
- Long-standing illness or health condition such as cancer, HIV, diabetes, chronic heart disease or epilepsy
- Other (please specify).....

Sexual orientation

How would you define your sexual orientation?

- Straight/heterosexual Gay/lesbian Bisexual
- Other (please specify)..... Rather not say

Religion/belief

What is your religious belief?

- None Christian (all denominations)
- Buddhist Hindu
- Jewish Muslim
- Sikh Any other religion/belief (please specify).....
- Rather not say

Please put your finished questionnaire in the pre-paid envelope and post it to us in time for it to arrive by **18 May 2015**.

Thank you for giving us your views. The results of this public consultation are expected June 2015 and will be available on our website or by emailing a request to **dayserviceconsultation@lewisham.gov.uk**

Appendix 2 – Picture Symbol consultation questionnaire



Day service

How your day service may change



This letter is from
Lewisham Council.



Lewisham council is
thinking about making
changes to your day
service.



Lewisham council is thinking about making changes to your transport to and from the day centre.



Lewisham council have to make these changes to save a lot of money.



Lewisham council want to know what you think about the ways your day service could change.

2

①

This is the 1st way your day service could change.



Lewisham council will stop running some of the day services.



Lewisham council will only run day services for people who need a lot of help.

3



If you have a job at your day centre the Council will help you keep that job at the day centre.



Please mark one box below to tell us what you think of this change.

I agree	I don't know	I don't agree

4

②

This is the 2nd way your day service could change.



If you don't need lots of help you will be given some money to pay for a day service.

This is called direct payments or a personal budget.



You can use your direct payments to pay for a day service.

5



You would be given help to find the day service that you want.



Please mark one box below to tell us what you think of this change.

I agree 	I don't know 	I don't agree

6

③

This is the 3rd way your day service could change.



The ISR group is for people who need more help.

This is at Leemore day centre now.



The Council thinks that the ISR group would move to the Ladywell day centre.

7



Please mark one box below to tell us what you think of this change.

I agree 	I don't know 	I don't agree

8

④

This is the 4th way your day service could change.



Some older people use Ladywell day centre at the moment.

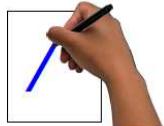


Some of these older people will be offered a different day centre to go to.



Some of the older people who need lots of help will keep using Ladywell day centre.

9



Please mark one box below to tell us what you think of this change.

I agree 	I don't know 	I don't agree

10

⑤

This is the 5th way your day service could change.



Lewisham council will pay for a day service that you can come to just for some groups.

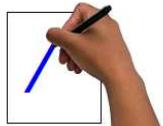


This day service would be for people who need less help.

11



This day service would be at the Ladywell day centre.



Please mark one box below to tell us what you think of this change.

I agree	I don't know	I don't agree

12

⑥

This is the 6th way your day service could change.



People who need lots of help will carry on getting transport from Lewisham Council.



The council thinks that other people who need transport can be given direct payments.

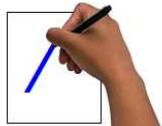


The direct payments can be used to pay for different transport.

13



This day service would be at the Ladywell day centre.



Please mark one box below to tell us what you think of this change.

I agree 	I don't know 	I don't agree 

12

7

This is the 7th way your day service could change.



Ladywell day centre will be for people who need a lot of help.



The other day centres in Lewisham will be shared by different people and groups.



People with learning disabilities will still be able to come and use some of the rooms in the other day centres.

15



Please mark one box below to tell us what you think of this change.

I agree 	I don't know 	I don't agree 

16



Other things that I want to say about these ideas for my day services.



Thank you for your answers

17

Appendix 3: Consultation Response & Graphs

Response Analysis

This appendix contains the response to the consultation in graphs. There are two graphs for each proposed change outline in the consultation, the first illustrates the responses made to the standard questionnaire which was sent to services users with the intellectual capacity to understand it; and all the families and carers of service uses. The second graph represents the responses to the picture symbol questionnaire which was sent to service users who would have difficulty understanding the standard questionnaire.

Overall the response indicates that service users, their carers and families disagree with the proposals offered by the Council for the remodelling of day services. Looking specifically at the analysis of the responses, there are some areas which would suggest that there is some support for the direction the Council is taking, and that some of the responses are highlight specific concerns with aspects of the proposals.

Although the majority of people disagreed with the proposal that the Council only retain direct management of services for people with complex needs in ISR, CNS and Dementia, this proposal showed the highest support from all the respondents for all of the proposals. Nearly half of the respondents to the standard questionnaire and 20% of those who responded to the picture symbol questionnaire were in favour of this proposal. Despite this support the second part of the proposal, that people in the Lifestyles service are given a Direct Payment or Personal Budget and helped to manage their own care, attracted significantly less support. Nearly 80% of respondents across both questionnaires were not in favour of this option.

This suggests that there is a concern amongst service users and carers about the process of Direct Payments and Personal Budgets, which is supported in the comments accompanying the questionnaires and feedback from meetings held during the consultation. A number of people related negative experiences of Direct Payments and Personal Budgets; and it is difficult to determine how much of the negative response to this proposal is as a direct consequence of this belief about Direct Payments and how much is because of the proposal itself.

There was also some support amongst carers and families for the proposal that the ISR move from its current location in Leemore, and relocate to Ladywell. A much lower number of services users, 11% as opposed to 23%, agreed with this proposal. The associated comments would suggest that service users are more concerned with the perceived isolated location of Ladywell and a general desire to keep their current service provision. While the Council recognises that people with a learning disability can be significantly effected by changes in their life and that moving this provision would represent such a change, it also understands that Ladywell offers an opportunity to develop the current ISR and manage the service more effectively from a single location.

While most people disagreed with the proposal to move older people to other providers on the day services framework, the overall number of people who disagreed were lower than the other proposals. This might be as a consequence of the smaller number of service users who were effected by this proposal in comparison to the number of people with learning disabilities. Similarly this proposal had the highest number of people who neither agreed or disagreed; or left the response blank. Of interest is the fact that a number of people who responded to the picture symbol questionnaire did not agree with this proposal, yet they would not have been effected by its outcome. This would suggest a trend where people who responded to the questionnaire might tend to disagree with all of the proposals irrespective of their actual, personal effect.

There was some approval amongst service users for the development of a drop-in by the Council to help people who would otherwise not have any support. This had the highest rate of support from service users, with 22% agreeing with the proposal and the lowest rate of disagreement. Conversely this view was not shared by carers and families, of whom only 15% supported this proposal and 68% were against it. Comments would suggest that carers and families were unclear about the purpose of the drop-in and were concerned that it would be unsuitable for the people they cared for. During the pre-consultation briefing some carers and family members suggested that the drop-in would be a developed as means to remove people from day care, instead of it being commissioned to provide help for people who may not meet the eligibility criteria for support from Adult Social Care.

The most negative response was for the proposal to only provide Door2Door transport for people with complex needs, while people in the Lifestyles services would be supported with a Direct Payment. 82% of respondents to the standard questionnaire and 65% of the picture symbol version were apposed to the proposal, but there are slightly more service users who agree with the proposal than those of carers and families. This might suggest that it is the cares and families of service users who will be more effected by this than the service users themselves.

The final proposal to share the centres with other members of the community were disagreed on by both people who responded to the picture symbol and standard questionnaire. Most of the comments highlight the concerns people have with the vision for the centres, with a specific focus on how the Council will ensure the safety and wellbeing of the vulnerable service users. There was also a concern that people with learning disabilities would end up being marginalised in the centres as the focus would be on providing support for the wider community.

Proposal 1: Lewisham Council will only directly manage services for people with complex needs in ISR, CNS and Dementia services

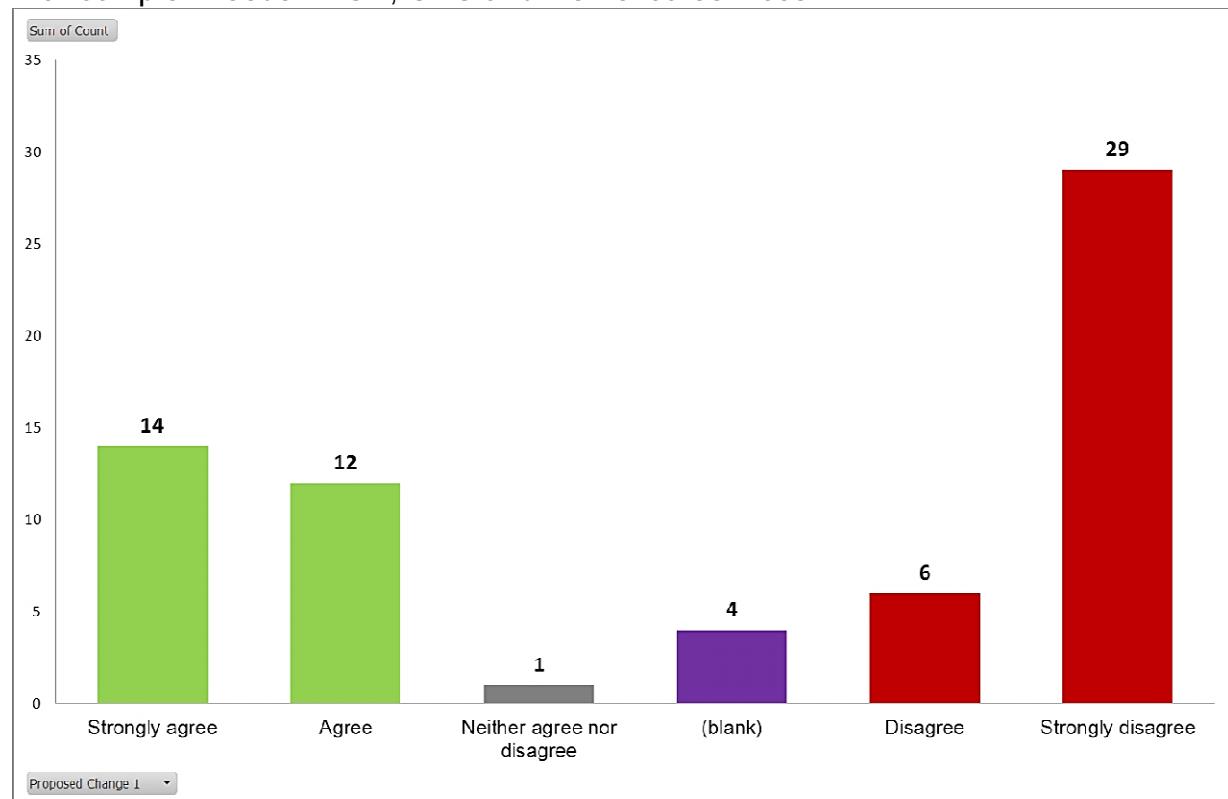


Figure 1a: Standard Responses (base 66)

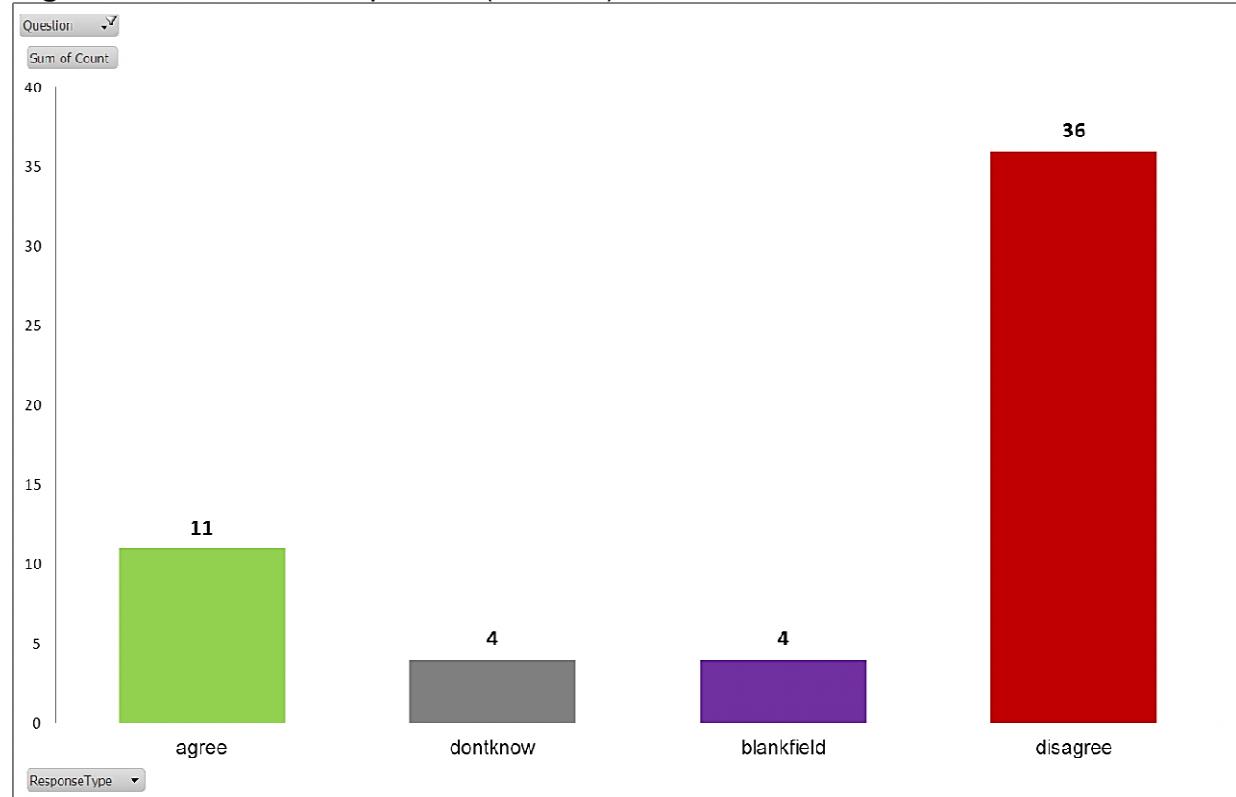


Figure 1b: Easy Read (base 55)

Proposal 2: The majority of adults with a learning disability and adults with physical disability or long term conditions will be allocated a personal budget or direct payment and helped to plan their support

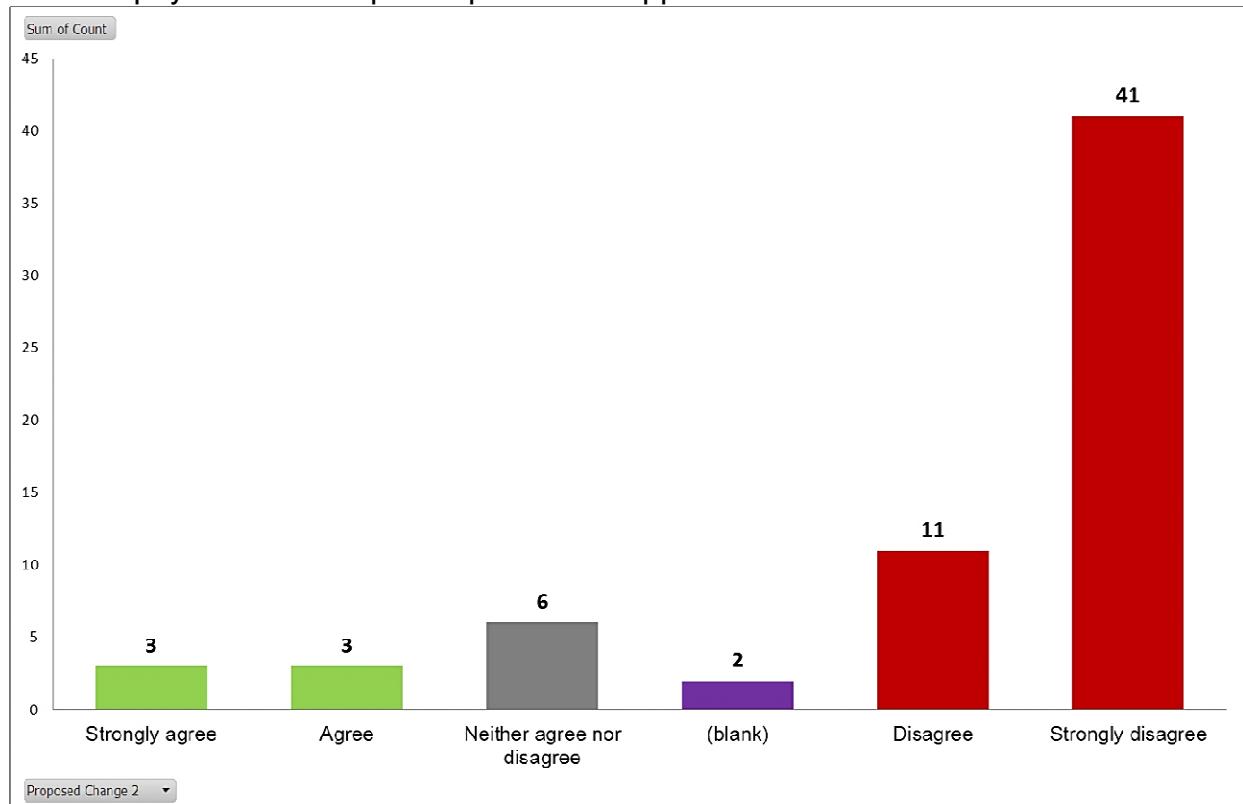


Figure 2a: Standard Responses (base 66)

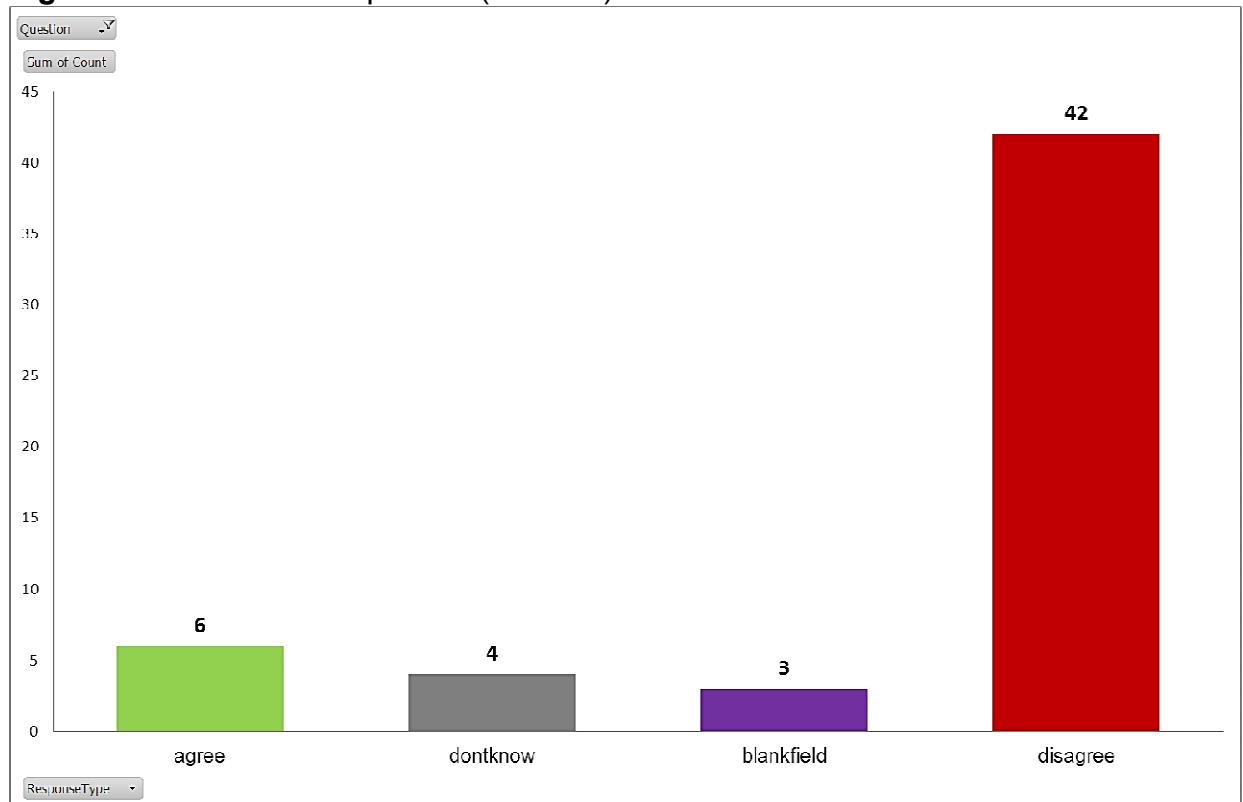


Figure 2b: Easy Read (base 55)

Proposal 3: The ISR group would move to the Ladywell site

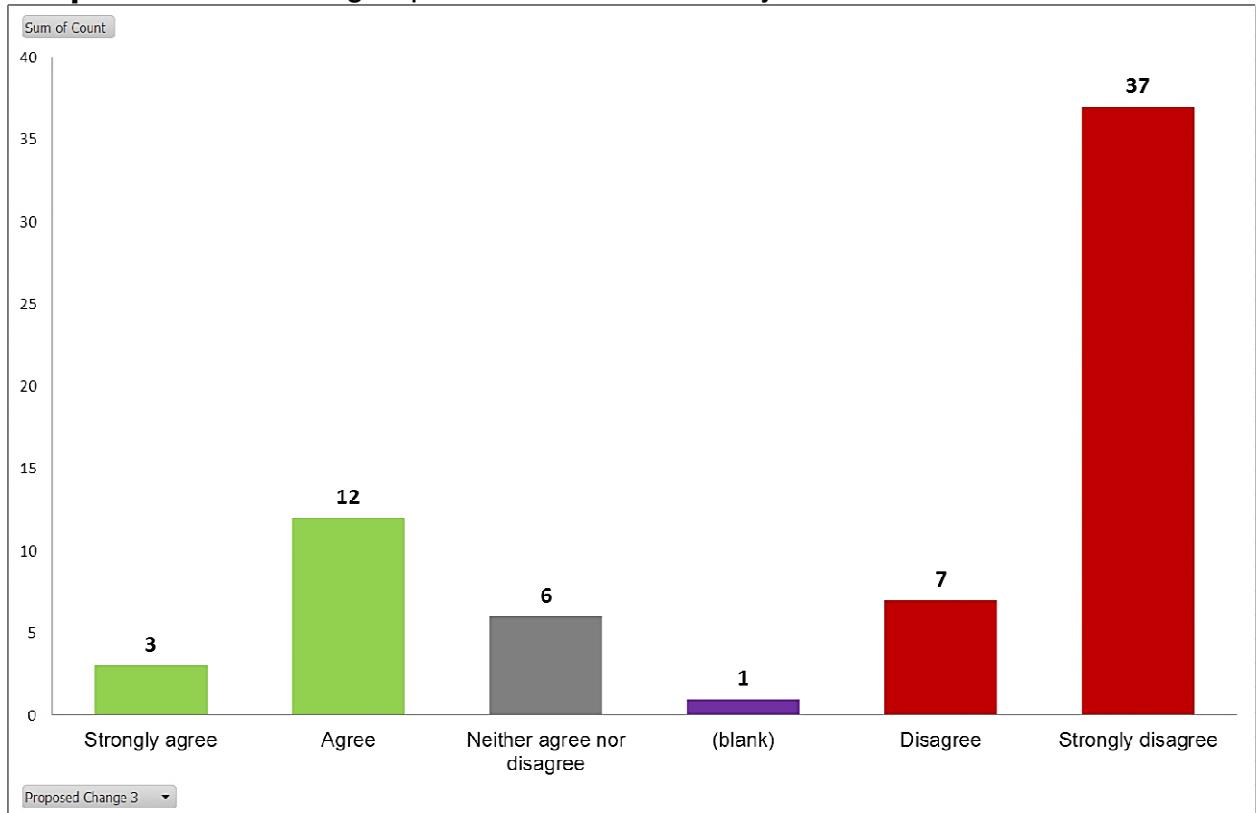


Figure 3a: Standard Responses (base 66)

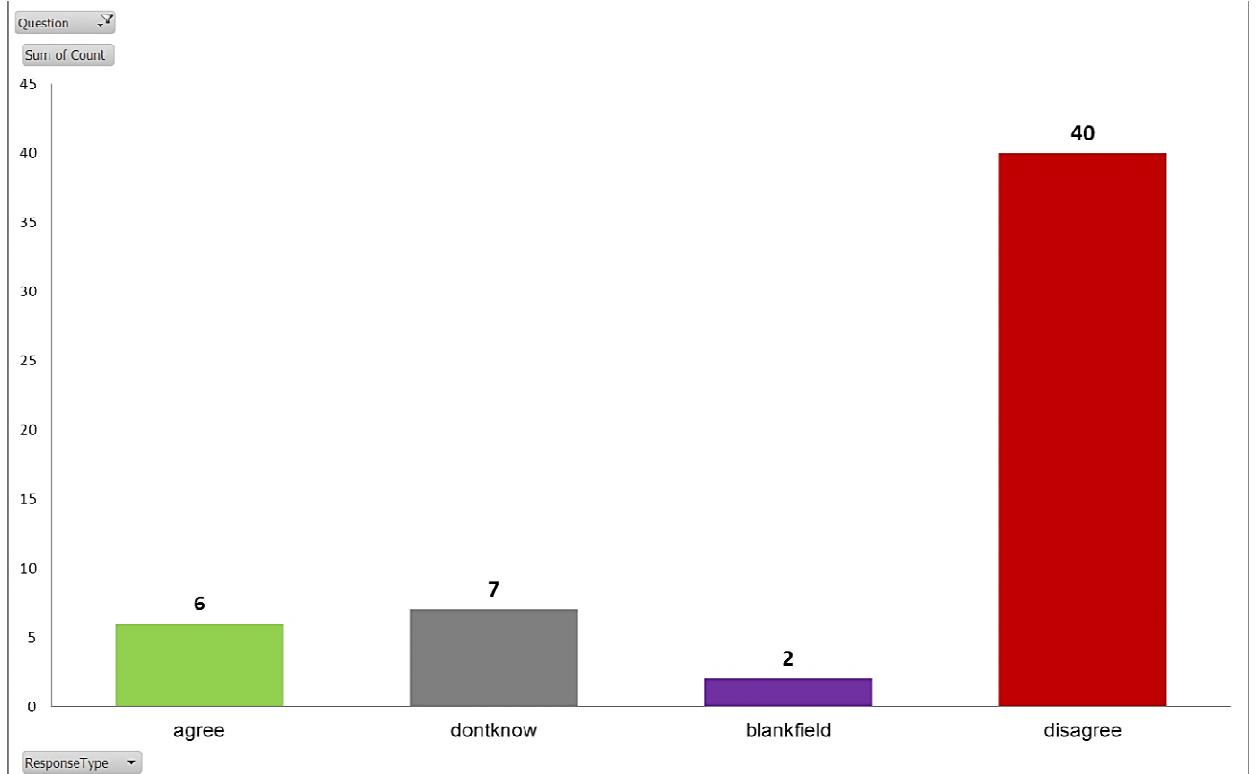


Figure 3b: Easy Read (base 55)

Proposal 4: Older people will move from the Ladywell site and be offered alternative support with other existing providers of day services

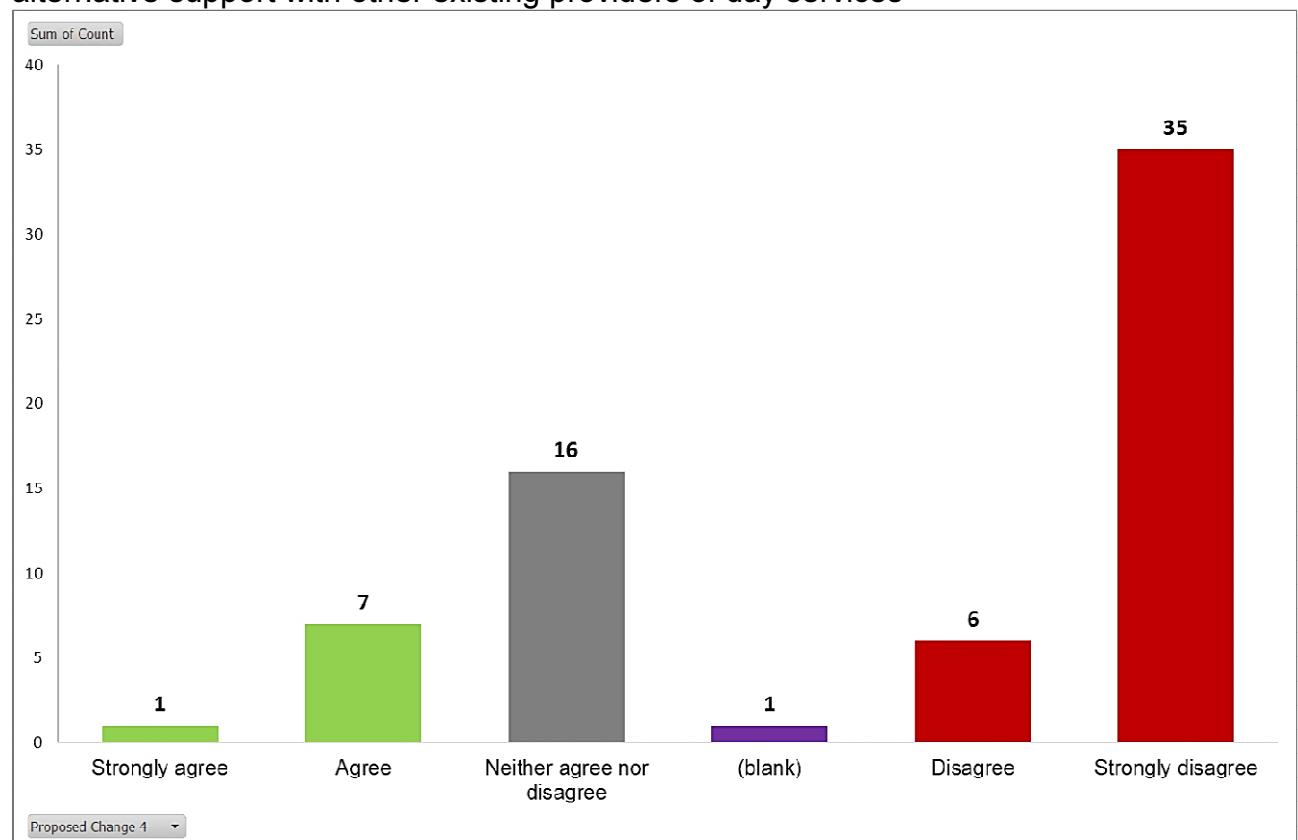


Figure 4a: Standard Responses (base 66)

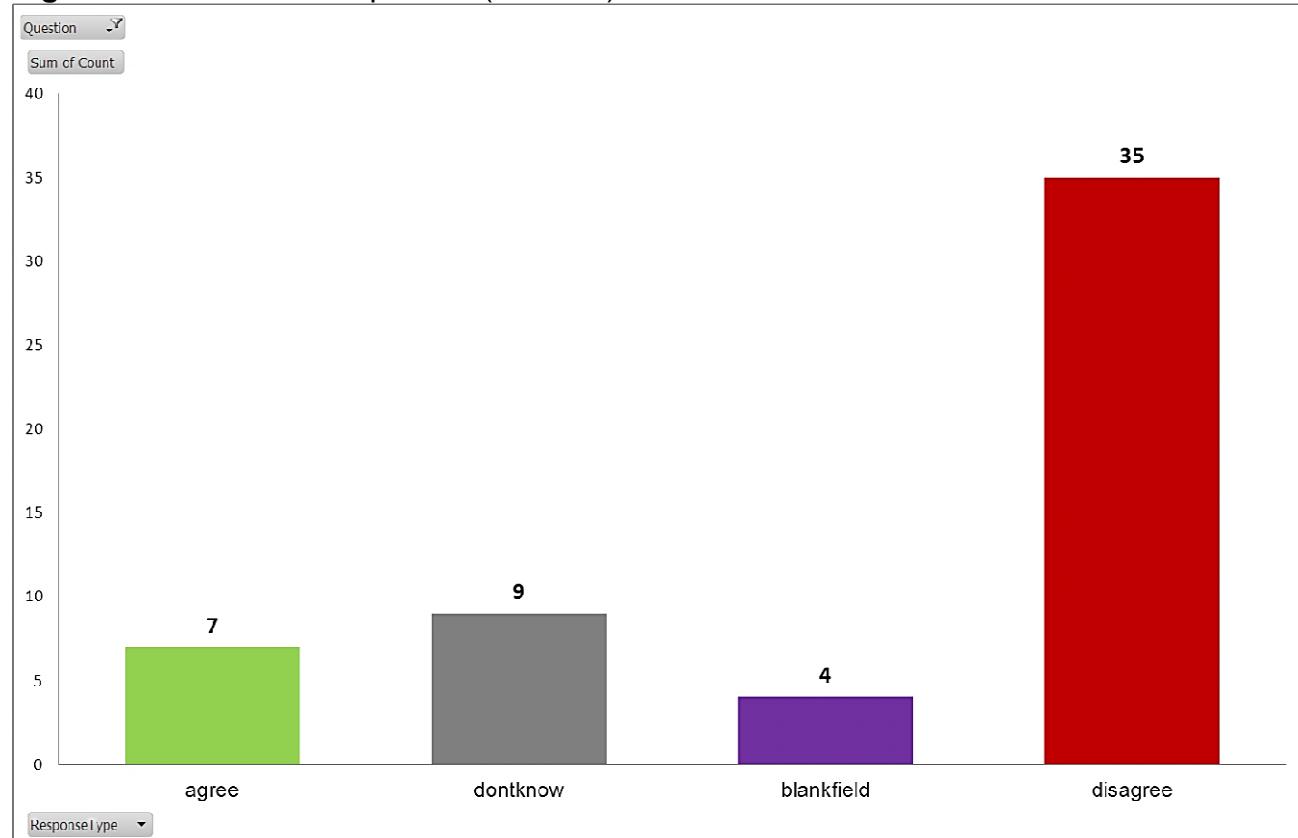


Figure 4b: Easy Read (base 55)

Proposal 5: The Council will develop a drop-in service at Ladywell to support some groups of people who would have no other service

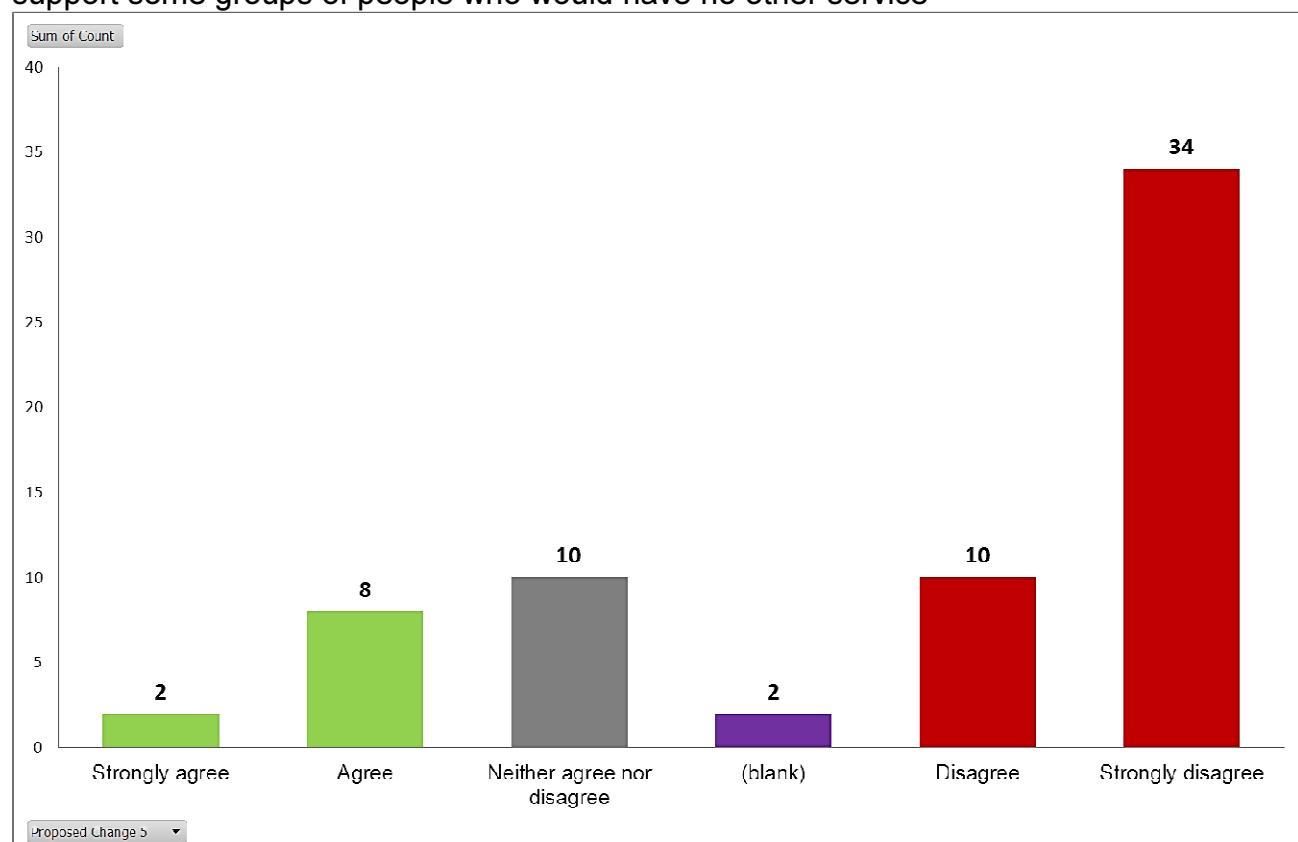


Figure 5a: Standard Responses (base 66)

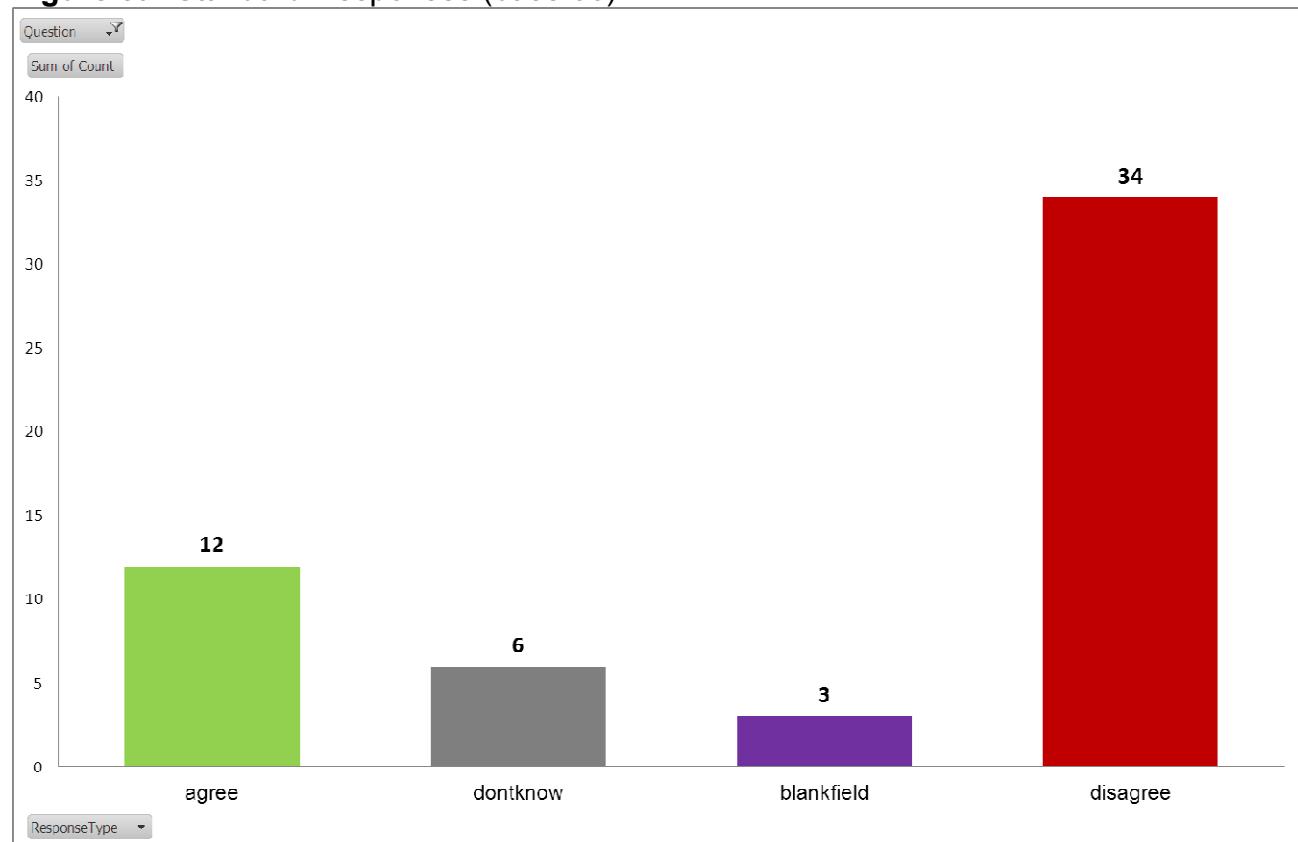


Figure 5b: Easy Read (base 55)

Proposal 6: People The Council will continue to provide Door2Door for people at ISR, CNS and Dementia. Other people who are eligible for support with transport can be given direct payments.

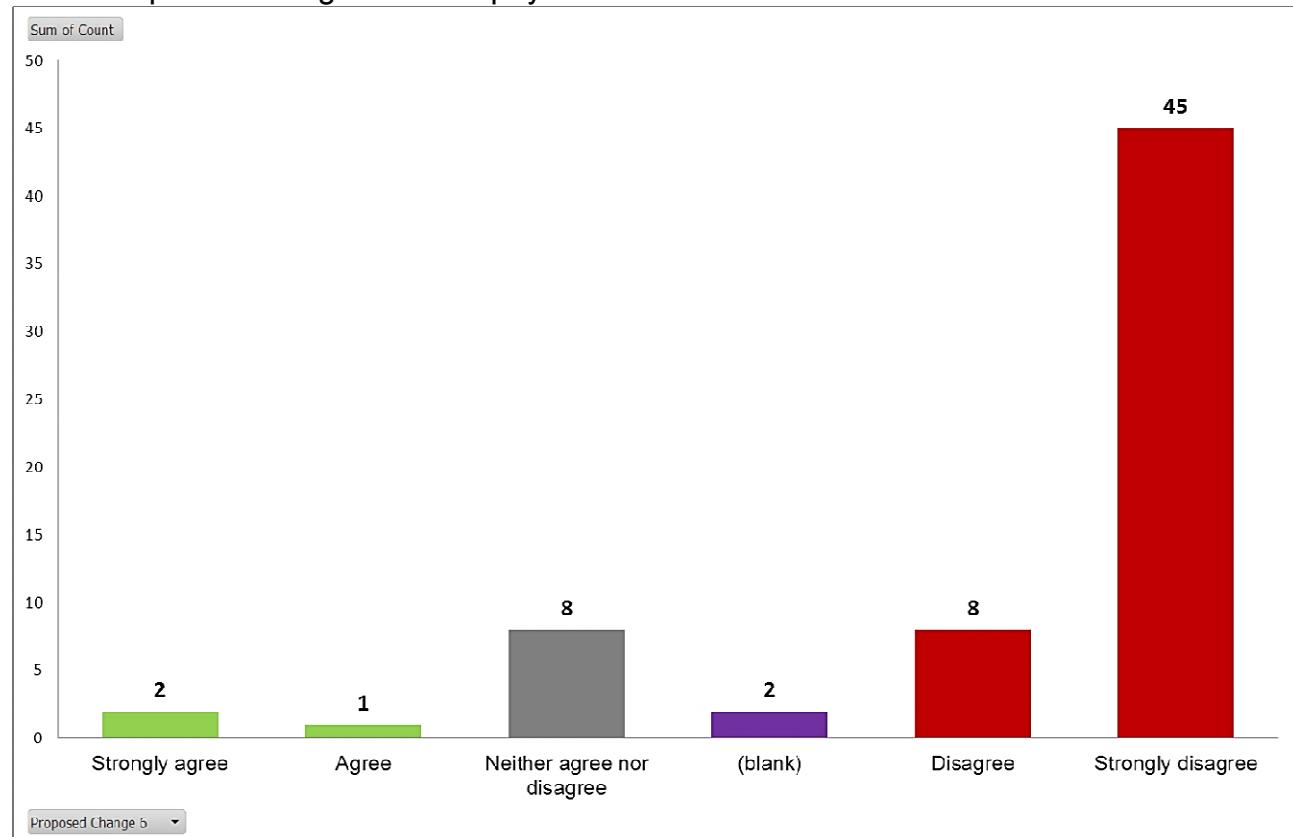


Figure 6a: Standard Responses (base 66)

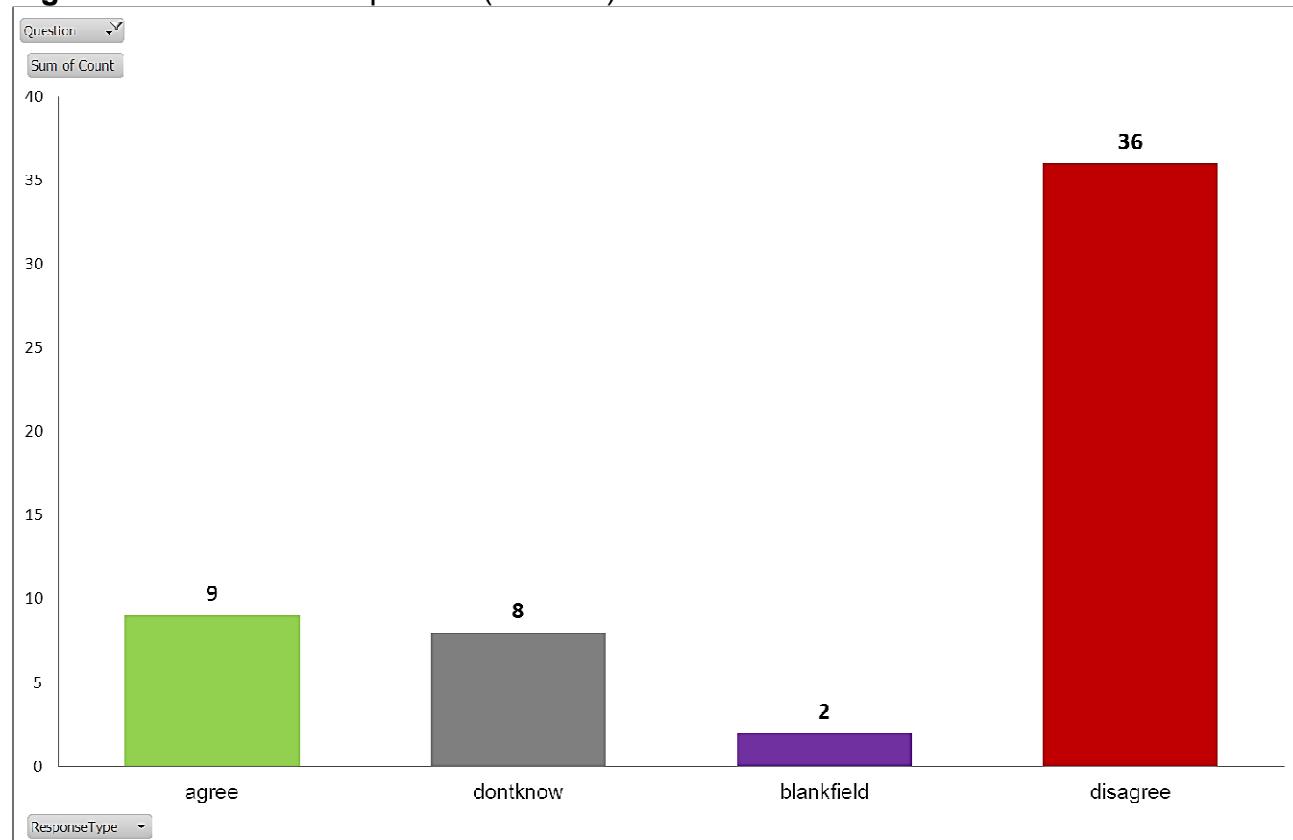


Figure 6b: Easy Read (base 55)

Proposal 7: Ladywell will be the designated centre for people with complex needs. Mulberry, Leemore and Naborhood will become “community hubs” and be shared by different people and groups.

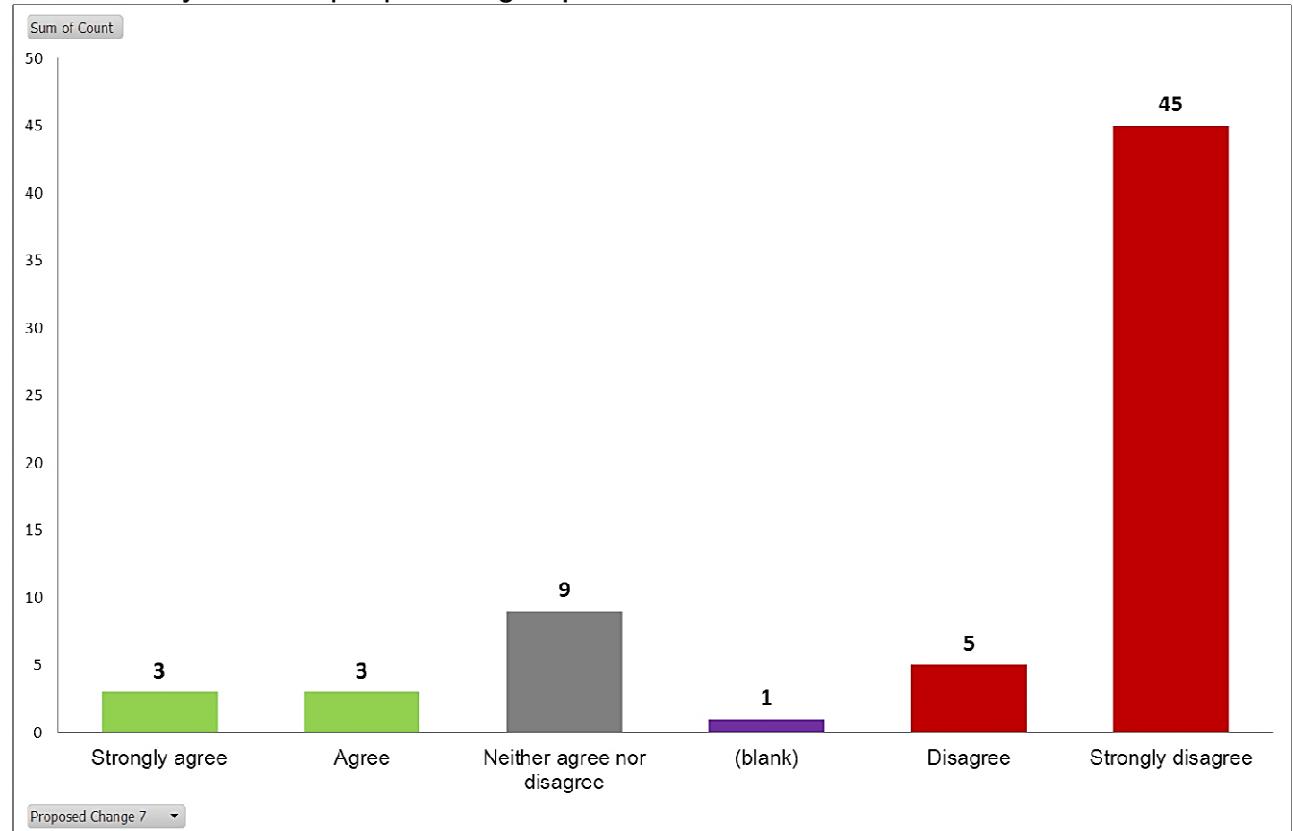


Figure 7a: Standard Responses (base 66)

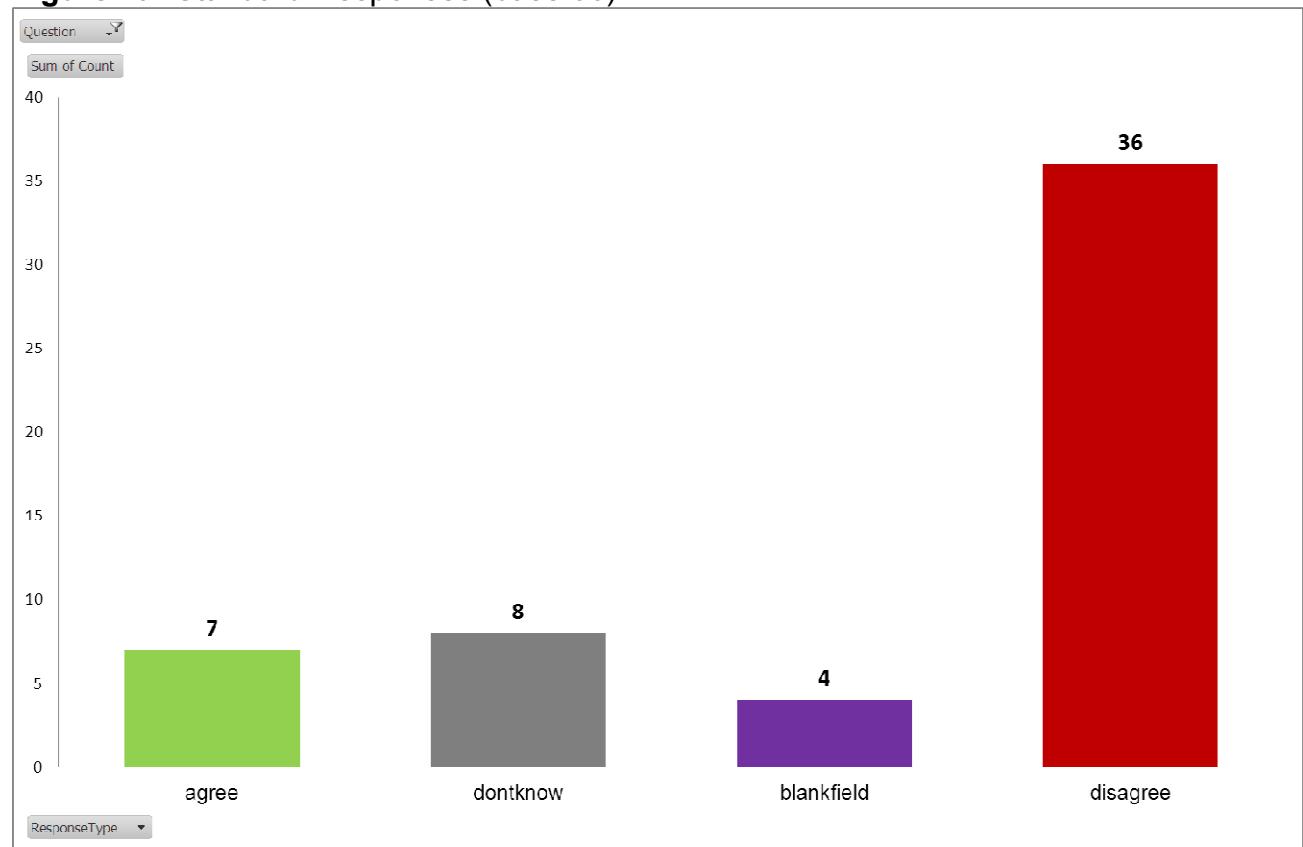


Figure 7b: Easy Read (base 55)

Appendix 4: Chronology of Consultation and Correspondence

Consultation Chronology

	Date	Type of meeting	Description	Approximate attending (all)	Carers attending (approx.)
Informal Consultation Period	14/01/2015	Event	Healthier Communities Select Committee	N/A	N/A
	14/01/2015	Briefing	Staff	N/A	N/A
	21/01/2015	Meeting	Pensioner Forum	N/A	N/A
	21/01/2015	Briefing	Staff	N/A	N/A
	21/01/2015	Meeting	Service users	N/A	N/A
	22/01/2015	Briefing	Staff	N/A	N/A
	28/01/2015	Meeting	Service User Forum	N/A	N/A
	28/01/2015	Meeting	Carers - Daytime	N/A	N/A
	28/01/2015	Meeting	Carers - Evening	N/A	N/A
	30/01/2015	Meeting	Dementia service users & carers	N/A	N/A
	04/02/2015	Meeting	Dementia service users & carers	N/A	N/A
	04/02/2015	Meeting	Unicup -Mencap briefing		50+
Formal Consultation Period	11/02/2015	Event	Mayor and Cabinet Meeting	N/A	N/A
	11/03/2015	Meeting	Public consultation meeting	35	10
	24/03/2015	Event	Provider Fair	35	35
	30/03/2015	Meeting	Public consultation meeting	3	3
	07/04/2015	Meeting	Service user consultation meeting	50	10
	08/04/2015	Meeting	Service user consultation meeting	35	5
	09/04/2015	Meeting	Service user consultation meeting	43	10
	14/04/2015	Meeting	Public consultation meeting	14	Unknown
	28/04/2015	Meeting	Public consultation meeting	46	Unknown
	05/05/2015	Meeting	Service user consultation meeting	30	
	06/05/2015	Meeting	Service user consultation meeting	33	5
	06/05/2015	Meeting	Service user consultation meeting	4	3
	07/05/2015	Meeting	Public consultation meeting	16	1
	07/05/2015	Meeting	Public consultation meeting	9	9
	02/06/2015	Event	Drop-in coproduction	6	9
	09/07/2015	Event	Provider Fair		

Correspondence summary

Date	Contact Type	Outline
02/03/2015	Email	<p>Service user A's sister emailed a complaint that the consultation questionnaire had been sent to her brother who does not have the capacity to understand it, yet she had yet to receive anything and did not feel able to help him complete the questions. She also raised concerns at the radical changes to day centres and the loss of staff who have supported her and her brother without whom she did not feel able continue looking after her brother.</p> <p>She was also concerned that service user meetings were held without informing carers and she would not know what was discussed with them.</p> <p>The Council's response was to thank her for her email and inform her that a consultation paper and questionnaire had been sent to all carers to complete. The dates of the service user meetings were in that letter together with invites to meetings organised for carers.</p>
03/03/2015	Telephone	<p>The daughter of Ladywell Dementia service user C telephoned about her mother's ability to complete the consultation form. She stated that transport was very important and she was grateful for the support and her mother receives at Ladywell.</p> <p>The Council responded by thanking the lady for her call, suggesting support she could access in order to help her complete the form; and noting her comments.</p>
05/03/2015	Letter	<p>Letter to the Mayor's Office from the sister of service user A about her concerns regarding the proposed changes to day centres and the lack of communication from the Council to carers about the consultation.</p>
19/03/2015	Email	<p>Leemore Service User A's sister asked for the financial figures and details for option 3 in the consultation paper, as well as a breakdown of the transport costs for the day centres and evening clubs.</p> <p>The Council responded that Option 3 was not considered due to previous feedback from service user and the risks associated with merging services into a single centre. The figures for transport were already outlined in the paper which went to the Mayor and Cabinet meeting in February which was publically available.</p>
23/03/2015	Telephone x3	<p>Telephone calls from Naborhood service user E's mother, Leemore service user F's sister, Ladywell service user G's sister and two unknown carers asking for clarification on the Provider Fair which took place on 24 March 2015. The carers complained that there wasn't enough time to attend the fair as they hadn't realised the date of it was in the consultation paper sent previously. It was agreed to send out information from the first fair to them and look into the possibility of organising another.</p>
08/04/2015	Letter	<p>Letter received during the service users meetings with questions from the service users. These were responded to at the end of the meeting.</p>
09/04/2015	Letter	<p>Service user B wrote of his concern that changes to Day Services would have a negative impact on his friends and family, including the transport to the evening clubs.</p> <p>The Council responded by saying it would work with the service users and his friends to find suitable alternatives they might like to participate in together.</p>

17/04/2015	Letter	<p>Letter from Lewisham Speaking Up regarding engagement they undertook about the proposed changes with Day Centre service users and their feedback. There was a mix of service users who liked the Day Centres, the support they got their and the friends they made, but others found it too limiting and wanted more choice.</p> <p>Overall LSU supported making day centres part of the wider community, suggesting good support will be required throughout the changes.</p> <p>Given the options available LSU agreed that Option 5 in the proposals offered the most sensible way of changing the service, though asked the Council to consider alternative to changing services supporting vulnerable people.</p> <p>LSU were also happy to be involved in the design of the drop in as an important means of ensuring some people retain support.</p> <p>The proposed changes to transport were of concern to LSU as a number of people rely on the service to get to activities with friendship groups. They suggest that more support be given to people in this area in order to help them find alternatives.</p>
20/04/2015	Letter	Letter from Lewisham Speaking Up containing feedback and ideas for the drop-in service coproduced with the Members of their Parliament and people using day services.
29/04/2015	Letter	Letter from the Trustees of Lewisham Speaking Up outlining their response to the proposals contained in the consultation. While they supported the proposals offered people more choice and opportunity, they were concerned about the impact stopping the evening club transport would have on people.
30/04/2015	Email	<p>Response from Leemore service user A's sister repeating her request for more information on Option 3 in the consultation paper and a more detailed breakdown of the transport.</p> <p>The reply was that we would not respond to individual request at this time but would include the information in a letter to all people involved at the end of the consultation.</p>
06/05/2015	Letter	Letter received during the service users meetings with questions from the service users. These were responded to at the end of the meeting.
12/05/2015	Email	<p>Email from Bromley and Lewisham MIND responding to the proposed changes to Day Services and agreed that the local market was well placed to help deliver services. They agreed that the proposals offered people greater choice and personal control over their care and support.</p> <p>They also felt that there was well developed market able to support people with more complex needs contrary to the suggestion in the consultation paper and recommendations to Mayor and Cabinet. As such they supported the forth proposal in the Mayor and Cabinet paper, to consider outsourcing Day Services entirely.</p>
15/05/2015	Email	The GSTT Health Team wrote to support the move of the ISR service to Ladywell, as well as offering to provide guidance and support regarding the design of the building and the needs of the individuals.
15/05/2015	Email	Email from service user A asking for a response to her email of the 30/04/15. The Council responded by thanking her for her patience while a answer to her questions was being drafted.

15/05/2015	Telephone	Telephone call to the Assessment Team from a carer regarding Direct Payments for her husband.
17/05/2015	Email	An email from Sydenham Arts Society offering to work with local voluntary groups, enterprises and the Council on the long-term use of the Sydenham Centre to benefit the wider community as well as existing service users.
18/05/2015	Email	An email from the mother of Leemore service user D outlining her concerns that rather than cut services wastage in government spending should be targeted. She also praised the service and staff and Leemore for the support they have given her daughter; and was worried that these changes would split up her friends. Her other concern was that by making Leemore open to the public the needs of other members of the community were more important than those of the service users.
18/05/2015	Email	Leemore service user A's sister raised concerns that she had not received a date for the assessment of her brother; and that he had not, as far as she was aware, been to visits any alternative services. She feels that not being informed of the visits and the service user specific meetings brought the Councils motives into question.
18/05/2015	Telephone	Telephone call to the Assessment Team from a carer stating concerns over using Direct Payments.
22/06/2015	Letter	Letter from a parent and carers group expressing their support for the current day service and staff. They also raised concerns with all of the proposals in the consultation: that the transport will not be safe, that the ISR move will isolate service users; that the Ladywell centre is too inaccessible for the drop-in; and that people will be more vulnerable under these proposals.

Appendix 5: Day Service usage

Centre	5 days	4 days	3 days	2 days	1 day	Total days	Total users
Ladywell long term conditions	6	2	6	9	4	78	27
Mulberry General	8	9	7	5	5	112	34
Mulberry CNS	15	0	1	2	0	82	18
Naborhood	16	1	5	2	1	105	25
Leemore General	16	6	8	6	1	141	37
Leemore ISR	6	3	2	0	0	48	11
Cinnamon Court	0	0	2	0	0	6	2
Cedar Court	0	0	0	2	1	5	3
Calabash	0	0	1	2	0	7	3

Day Services Usage - Under 65

Centre	5 days	4 days	3 days	2 days	1 day	Total days	Total users
Ladywell dementia	5	0	13	12	8	96	38
Ladywell Older adults	0	0	6	18	9	63	33
Mulberry General	0	0	1	0	0	3	1
Naborhood	0	1	0	0	0	1	4
Leemore General	1	0	0	0	0	5	1
Cinnamon Court	2	0	6	14	10	66	32
Cedar Court	2	0	3	22	14	92	46
Calabash	5	3	8	19	6	112	44

Day Services Usage - over 65

Appendix 6: Breakdown of service and related transport costs

Day Centre	Budget
Ladywell Day Centre	£510,500.00
Ladywell Dementia Services	£234,900.00
Leemore Day Centre	£453,700.00
Mulberry Day Centre	£414,000.00
Naborhood Day Centre	£355,700.00
Day Opportunities Business Support	£198,800.00
Lifestyles Admin	£46,600.00
Lifestyle Intensive Support Resource	£402,000.00
Lifestyles Challenging Needs Service	£790,100.00
All Change Project	£15,100.00
Calabash Day Centre	£309,400.00
Cedar Court	£304,300.00
Cinnamon Court	£189,300.00
Mental Health COS Teams	£729,700.00
Total	£4,954,100.00
Day Centre Transport	Budget
Shared D2D routes	£1,331,700
Social Care D2D routes	£1,026,600
Evening Club	£85,000
Total	£2,443,300

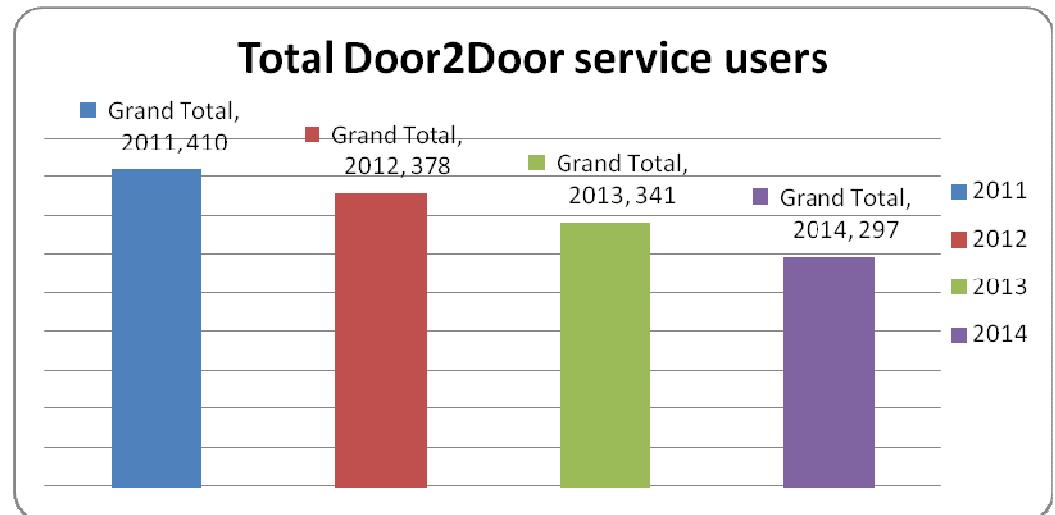
Day service and Transport budget breakdown

Appendix 7: Council directly managed service establishment

Post Title	Number of Posts	FTE
Service Manager	1	1
Day Service Managers	4	4
Team Leader	1	1
Business Support Team Leader	1	1
Business Support	5	4.6
Day Service Coordinators	7	7
Day Services Officer	41	37.7
Day Service Support Worker	34	34
Activity Specialist	1	0.2
Caretaker	2	1.1
Kitchen Assistant	1	0.8
Day Service Support Worker apprentices	2	2
Total	99	92.1

Day Services staffing

Appendix 8: Door2Door Transport information



Total number of day care service users needing Door2Door Transport

Establishment	Number of buses	Service Users	Days Attending	Cost
Leemore	3	35	146	£355K
Mulberry	2	26	101	£178K
Naborhood	1	24	72	£142K

Dedicated ASC Door2Door routes

Appendix 9: Summary of Social Care Assessments

The people in the ISR who have been assessed have been positive for the move to Ladywell, with comments that the building is nicer and the location is good. Some families were concerned about how the change will upset the person, how they will adapt to change and settle into a new environment. Staff have recognised that this anxiety is also linked to potential changes in the person's key worker and uncertainty around staffing that the proposed move will mean.

Service users and families of people with learning disabilities who attend Leemore, Mulberry or Naborhood have raised concerns that the day service will stop supporting people, and that this will have a significant impact on the life of the person. Similarly people thought that they would have to give up work to support their family member or that their support would be reduced. Social Workers have worked with service users and families to allay those fears and reassure people that support will continue with another provider. People have been happy with the process once they have had the opportunity to go over it in detail and on a personal level with the Social Worker and Support Planner. People were also concerned about transport, travel training; and what the implications of that might be. The assessments have gone over this process in details to help people to understand and more work is being undertaken to identify transport options for people.

One key area which has come up in a number of assessments, and repeated during the consultation was people's attachment to their friends and the concern that changes to the service will isolate people from these groups. Specific work has been done to allow people to choose service providers as part of a friendship group. For older adults people have already been to see the centres in a group with their friends and have arranged where they are going with them. Work with people with learning disabilities has identified that friendship groups are not exclusive to activities and people have friendship ties across the day centres they attend. This has been used to inform the support planning process and help officers plan accordingly.

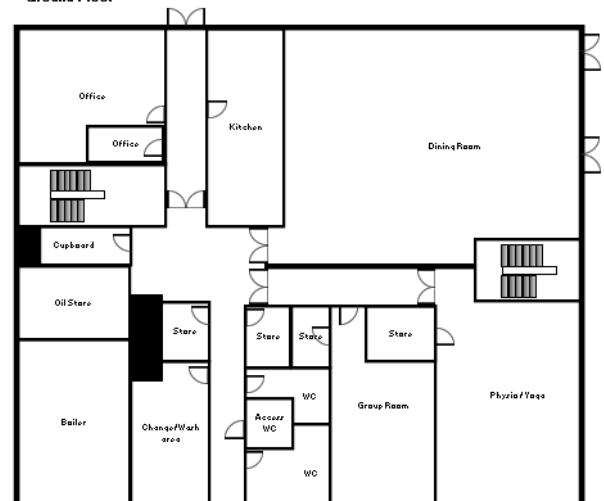
Overall people have been reassured by the individual meetings with Social Care as part of the assessment process. During the meetings some people raised issues which has been misunderstood or communicated incorrectly from the consultation meetings; and staff have taken the opportunity to reassure the service users and their families. For example some people who attended the ISR were concerned about the changes to transport, even though this proposal would not affect them. The staff have been available to support people and give them the right information, as well as provide them with specific and individual details of the process as it effects them.

Appendix 10: Community Hub Floor Plans

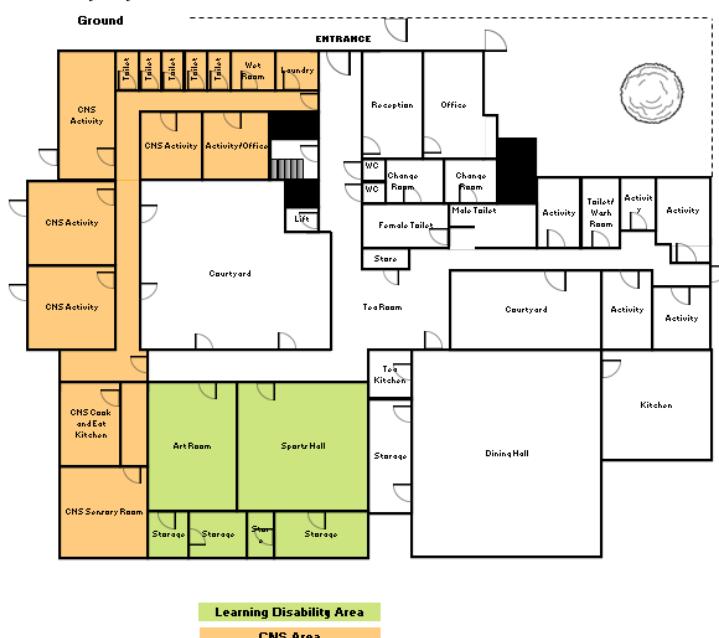
Leemore Day Centre



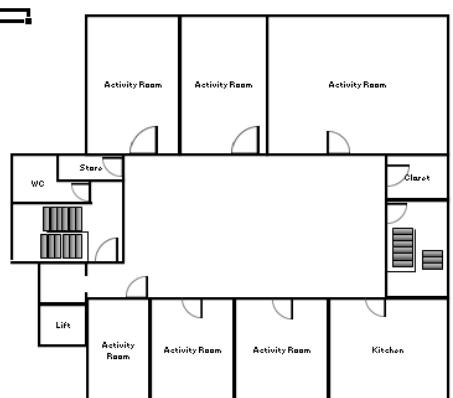
Ground Floor



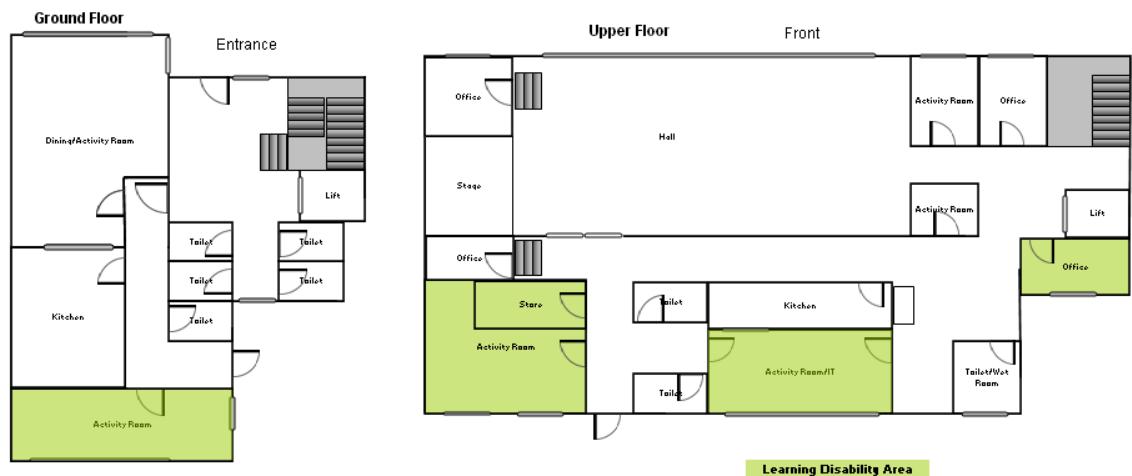
Mulberry Day Centre



1st Floor



Sydenham - Naborhood Centre Floor Plans



Appendix 11: Implementation Timescale

Action	1 27/07	2 03/08/	3 10/08	4 17/08	5 24/08	6 31/08	7 07/09	8 14/09	9 21/09	10 28/09	11 05/10	12 12/10	13 19/10	14 26/10
Service Users														
Adult Assessments														
Move of OA to HSG21														
ISR Move to Ladywell														
Drop-in Move														
LTC														
Drop-in Service														
Written specification														
Framework Call-Off														
Award Contract														
SU & Family Meeting														
3rd Sector Day Activities														
Confirm SU centre preference														
Identify partners for Uproar/Grow/Tuckstop														
Identify Activities for offer														
Identify 3rd sector partners														
Introduction of SU to partners														
Transfer to 3rd sector provision														
Building Works														
Ladywell - building works														
Leemore														
Mulberry														

Naborhood														
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in-house Staff

Staff consultation														
Staff Meetings														
Management Response														
Staff Application														
Staff Recruitment														
New direct provision (CNS/ISR/Dementia)														

Day Transport

Identify Service User eligibility														
Transport provider meeting														
Transfer OA Service Users														
Transfer LD Service Users														

Appendix 12 – Equalities Analysis Assessment

Name of proposal	Remodeling of Day Services
Lead officer	Heather Hughes
Start date of Equality Analysis	4 th March 2015
End date of Equality Analysis	24th April 2015

1. Background

This document is the Equalities Analysis Assessment for the proposed recommendations of the remodeling of day services and associated transport. It considers how the recommendations made might affect different service users and assesses whether these effects are positive or negative. It also outlines the activity that the Council will take to ensure that equal opportunities are promoted and that no group is disproportionately discriminated against.

2. Day Services

Adult Social Care currently runs day services to support a number of people with physical and learning disabilities in four main centres across the borough, Ladywell, Leemore, Mulberry and the Naborhood Centre in Sydenham. There are five key groups of people who are supported in these centres:

- the Intensive Support Resource and Challenge Needs Services who support people with more complex and challenging learning and physical disabilities in Leemore and Mulberry respectively;
- the Lifestyles Service provides support for people with a learning disability in Leemore, Mulberry Naborhood and Ladywell.
- the Older Adults in Ladywell
- people with long term physical disabilities in Ladywell
- support for a small number of people with learning disabilities are supported in Ladywell

People in Dementia Service also attend Ladywell, but the suggested recommendations do not effect them in the same way, as the service will remain in Ladywell where there is a specific area to support their specialist needs.

In addition to the in-house service there are a number of voluntary sector organisations who also provide a range of services and activates for the same groups of services users in other locations across the borough.

Over the last five years Adult Social Care has been working to make services more individualized for people, as part of the Government's policy to improve personalisation and choice in Health and Social Care. During this time the number of people using the Council's day services has significantly reduced as people have opted to take choose the services they want by using a Direct Payment or Personal Budget. As such there has been an increase in the number of people using of other providers offering alternative services and a broad range of activities. The Council has taken this opportunity to review its Day Services with a aim of remodeling the in-house provision and expand the programme of Direct Payments and Personal Budgets.

In addition to giving people more choice in the care and support they receive the Care Act places a duty on local authorities to develop the local care market providing care and support services to people. These recommendations has built upon this policy as the core of its delivery model, engaging with the local voluntary and community sector organisations and service users to co-produce specifications for new services. Social Care has also supported people with individual assessments to identify their needs and the service services available to support them.

The Council is also facing the need to make significant savings across all areas of delivery over the next three years. Adult Social Care has identified that by increasing the support and care provided by the voluntary and community sector significant efficiencies and savings can be achieved. Adult Social Care has identified that £1.3m can be achieved by developing and more effectively utilising existing provisions and activities available in the community.

In response to the need to review Day Services the Council undertook a public consultation with service users, their family and carers. In light of the recommended changes to the way Day Services are delivered an in-depth Equality Analysis was needed. This will allow the impact on protected characteristics to be assessed in the light of the above changes, with particular consideration of the impact on people with physical and learning disabilities.

The consultation on the proposed remodelling of day services is based around seven core changes outlined below.

Proposed change 1:

The Council will only directly manage services for people with complex needs in the Intensive Support Service (ISR), the Challenging Needs Services (CNS) and the Dementia service.

Proposed change 2:

For adults receiving day support not in CNS, ISR or Dementia, the Council proposes that people will be allocated a personal budget or direct payment. Helped will be provided by the Council to plan how people want their care and support to be provided in the future, including help to find a new providers.

Proposed change 3:

The Council proposes to move the Intensive Support Resource (ISR) from Leemore to the Ladywell Centre.

Proposed change 4:

Older adults currently using the Ladywell day centre (excluding the specialist Dementia service) will be supported to move to day services with existing alternative providers.

Proposed change 5:

The Council proposes to commission a drop-in service for some people who currently use the day centres who need only minimal supervision and support. The intention is to commission this service at Ladywell.

Proposed change 6:

The Council proposes to continue providing Door2Door transport to older adults and people with a learning disability who have complex needs (i.e. Dementia, ISR and CNS). Other service users who are eligible for Council transport will have their needs met through a direct payment.

Proposed change 7:

The Council proposes that the Mulberry, Leemore and Naborhood centres will be developed as Community Hubs - buildings shared with charitable and voluntary community providers. Specific space would be allocated for people with a learning disability in each of hubs so that people can continue to have their service delivered in a centre of their choice.

3. Equalities Context

Public bodies such as local authorities are legally required to consider the three aims of the Public Sector Equality Duty (set out in the Equality Act 2010) and document their thinking as part of any decision-making processes. The Act sets out that public bodies must have due regard to the need to:

- eliminate unlawful discrimination, harassment and victimisation;
- advance equality of opportunity between people who share a protected characteristic and those who do not share that characteristic; and
- foster good relationships between those who share a protected characteristic and those who do not share that characteristic.

The following equalities characteristics are ‘protected’ from unlawful discrimination in service provision under the Equality Act 2010: age; disability; gender reassignment; pregnancy and maternity; marriage and civil partnership; race; religion and belief; gender; and sexual orientation.

The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.

The Human Rights Act came into effect in the UK in October 2000. It means that people in the UK can take cases about their human rights as defined in the European convention on Human Rights to a UK court. At least 11 Articles of the European Convention on Human Rights have implications for the provision of public services and functions. This EIA assesses whether the proposed recommendations are in line with duties established by this Act.

Against the backdrop of the of the Equality Act 2010, Lewisham’s Comprehensive Equalities Scheme (CES) was developed and agreed by the Mayor in 2012. The CES is the council’s overarching equalities vision statement. It specifically describes how the Public Sector Equality Duty will be addressed through five overarching objectives:

- tackling victimisation discrimination and harassment
- closing the gap in outcomes for citizens
- improving access to services
- improving mutual understanding and respect
- improving participation and engagement

4. Equalities Assessment of Adult Social Care Day Services

4.1 Age

Age refers to a person belonging to a particular age or age range. As an employer and a provider of services the Council is required to ensure that it

does not unlawfully discriminate against a person on account of their age. A summary of data on age is set out in the box below.

Data summary for age:

- according to the 2011 Census some 70,100 Lewisham residents are aged between 0-19 (25% of the population), whilst some 179,800 residents are aged between 20-64 (65% of the population). By contrast there are some 26,200 older people aged 65 and over (9.5%).
- according to the 2013 Sub National Population Projections by 2021 the number of Lewisham residents aged 0-19 is expected to rise to 79,570 (25% of the population), whilst the number of people aged 20-64 is expected to reach 208,190 (65% of the population). By contrast the number of people aged 65 and older is expected to increase to 30,570 (10% of the population).
- according to the Adult Social Care 2014 RAP return for Lewisham, 40% of service users are in the 18-64 age category with those over 65 accounting for 60%.

Analysis of the recommendations' impact on the protected characteristic of age will consider the effect on the older population, who are aged 65 and over and will be directly affected by proposal four; and younger adult population, aged between 18 to 64 years old who will be effected by the proposed ISR move to Ladywell and the changes to the provisions for people with learning disabilities in day centres.

Overall 70% of people affected by the proposals are in the younger adult category aged between 18-64. Of the 28% over 65, those aged between 75-94 account for 20% of older people. The population of people receiving support from Social Care is significantly different from the rest of the population, with a larger proportion of older people getting support. While 9.5% of the population is over 65, compared to 60% of those receiving support.

4.2 Older People (65 and Over)

The recommendations to Mayor and Cabinet include moving the older adults currently in Ladywell to existing providers in Lewisham. As this is a service specifically for older adults of the 24 people in this service all of them are over 65; 66% are between 65-84 while 8 people are over 85. Therefore any changes to this service will have a significantly disproportionate impact on older people.

Mitigation

The recommendation is to change the nature of the provision rather than remove the service, offering older people the opportunity to attend one of the other day centres run by Housing 21 in Cedar and Cinnamon Courts; and Hestia in the Calabash centre. These centres already provide support for a number of older adults and have experience of supporting a wide range of needs. In addition they offer a broad range of activities for people to participate, from art and gardening to bingo and dances.

Also to note is that the location of the services at the north, south and centre of the borough means that people may be closer to these centres than the current provision in Ladywell, having the potential to reduce the time taken to travel to the centres.

As part of the consultation process older adults were given the opportunity to visit the centres to meet staff and other service users. Staff from the current provision were on hand to help support people, as were members of staff from the centres. As a consequence of these visits some service user have already requested a transfer to the alternative providers, which has been agreed; with others are asking to move as soon as is feasible.

4.3 Younger Adults (18-64)

The recommendations relating to the councils directly managed services for people with learning and physical disabilities directly affects younger adults attending Sydenham, Leemore, Mulberry and Ladywell. The recommendations involve the Council continuing to provide a directly managed service only for people with complex needs; and the transport associated with attending the day services. Other people will be offered a direct payment and support to find alternative providers.

With the exception of two people the Life Styles day service, all the service users affected by these proposals are younger adults between 18 and 64, of which 63% are aged between 23 and 44. It is therefore suggested that these proposals will have a disproportionate affect on younger adults as they are the main users of this service.

Mitigation

The recommendations do not suggest removing peoples' services, instead people will be helped to use a direct payment or personal budget in order to utilise one of the other providers supporting people with learning disabilities. As such there will still be a service provision for people to attend during the day, though the organisation who will be providing that support will change as part of the proposal. Officers recognise that continuity is important for these

people, and so they will have the option of remaining in their current day centre, re-branded as a Community Hub and offering a range of services for people with a learning disability as well as activities for the wider community which they can participate in.

Transport to these activities can be provided by a range of other providers. the Council has worked closely with third sector partners and other organisations to offer a range of alternative options. These include but limited to the Access Lewisham volunteer driving scheme, local taxi services already supporting people with a learning disability and Dial-a-Ride. These offer a cost effective and safe way for people to travel around the borough to attend activities.

Similarly, the move of the ISR from Leemore to Ladywell recommends the service is retained but delivered from another location. This will consolidate the support for people with additional support needs in a single, appropriate location. Work has been undertaken with the ISR service users, who have been supported to visit the new centre and understand the implications of the move. Feedback has been that people are mostly happy with the change in location, the site being better suited for service users, but are understandably concerned about the process of change and how changes in staff might affect them. Transition planning will ensure that people are helped with any changes which will take place with service users to help manage their anxiety.

The CNS service will remain in Mulberry as this site has been developed specifically with those services users in mind, and to consolidate all of the people with complex support needs in a single centre presents a number of risks

As a consequence of the number and range of alternative provisions in place so support people; and the assessments which have been undertaken to identify individual needs and appropriate services; the EAA suggests that the proposed changes will not disproportionately impact people according to their age.

4.4 Disability

A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities. 'Substantial' is more than minor or trivial e.g. it takes longer than it usually would to complete an everyday action such as getting dressed, whilst a 'long-term' condition means 12 months or more. Progressive conditions can also be classed as disabilities; these are conditions that get worse over time like HIV or cancer. It should also be noted that a number of older residents are likely to be eligible for disability-specific

provision, for examples for services supporting dementia or individuals who are physically incapacitated. A summary of data on disability is set out in the box below.

Data summary for disability

According to the 2011 Census:

- 7.1% (19,523) Lewisham residents indicated that their day-to-day activities were limited a lot, and 7.3% (20,212) indicated that their day-to-day activities were limited a little;
- 5.3% (14,318) Lewisham residents indicated that they are in bad health or very bad health;
- 8.1% (22,521) Lewisham residents provide some form of unpaid care. Over 5,000 Lewisham residents provide 50+ hours of unpaid care per week.

Service users affected by the proposals will have a some form of disability as they are currently being supported by Adult Social Care. The Care Act 2014 defines a person as being eligible for care and support if they are unable to achieve daily activities which will significantly impact on their well-being. Day services specifically support people with physical and learning disabilities. As a consequence the proposed changes will significantly impact people with a disability.

Mitigation

A programme of assessments have been undertaken with people impacted by the proposed changes to identify their specific individual needs. Once the proposals have been agreed these assessments will be used by support planners working in conjunction with service users to identify suitable activities provided by existing providers and community organisations.

Officers have also recognised the importance of friendship groups amongst the people who are using day services and have worked to provide services which maintain and develop existing social ties. In addition to providing support for people who are eligible, officers have developed a supplementary offer for people who fall below this criteria. Proposal 5 recommends the development of supplementary support, called "A Place to Meet..." to mitigate any potential loss of service for people who would otherwise not be eligible for Council funded Social Care. The provision would support people who require some minimal support and encourage a healthy lifestyle, providing a safe environment for people to meet up and enjoy activities.

The proposal to develop the current centres into Community Hubs will provide activities aimed at wider community, which service users will be able to participate in, as part of the drive to support people with learning disabilities to engage more with the broader local community. The programmes funded under the main grants programme will have to ensure their services are accessible to people with disabilities, so those with disabilities should be able to access a range of services recommended under the main grants programme. In this respect this group should not be disproportionately affected in comparison to other groups.

Overall the current delivery model for services aimed at people with learning disabilities will change, however we believe that the range of opportunities available from the community and voluntary sector helps mitigate this and as a consequence people with a disability will not be disproportionately affected by the recommendations.

4.5 Gender

Gender has the meaning usually given to it and refers to whether a person is a man or a woman. A summary of data on gender is set out in the box below.

Data summary for gender

- according to the 2011 Census there are 135,000 males living in Lewisham and 140,900 females;
- however, by 2030 it is forecast that the number of males would have surpassed that of females (158, 500 men to 157,100 women);
- according to the 2014 RAP return within social care overall there are more female service users than males, especially within the older adults age range. In the 18-64 age ranger 46% of service users are female, compared with 66% in the 65+ age range
- the split between genders in day services is closer to the rest of social care, 53% of service users being male to 47% who are female.

None of the services outlined in the recommendations are gender specific and overall there is an almost even split between genders, 47% to 53% female to male service users respectively. There are differences in the gender make-up between the services, due to the nature of the age group supported rather than by design of the service. For example in the older adults group 67% of

service users are female, which is in line with the population of social care where there are generally more female service users.

Conversely, in the services for people with complex needs (CNS and ISR) there are significantly more male services users than females, on average 70% to 30% respectively. Therefore the recommendations for older adults could have a significant impact on female service users while conversely the recommendations for younger adults could disproportionately impact male service users.

Mitigation

No gender-specific organisations have been considered to provide alternative provision for day services as the Council aims to support inclusive organisations who do not support activities for specific groups of service users. The range of alternative provision on offer will be dependent on the needs of the individual identified as part of the assessment process and irrespective of their gender. Alternative providers have the structure and staff in place to support both genders; and are sensitive to the needs of both, especially around personal care.

The gender breakdown broadly reflects that in the rest of social care and as a consequence no single group will be disproportionately affected. The inclusive nature of the recommended provisions, as well as the overall breakdown of service users suggests that no specific gender should be disproportionately affected by the changes to day service provision to other providers.

4.6 Gender Re-assignment

Gender re-assignment describes the process of transitioning from one gender to another. For individuals within this group, the Act provides protection for trans-sexual people from discrimination and harassment in various areas, such as work or the provision of goods and services. A summary of data on gender reassignment is set out in the box below.

Data summary for gender reassignment

- in 2006-07 Lewisham Council commissioned a research study of the LGBT populations who lived, worked, studied or socialised in the borough; of the 316 respondents, seven identified as trans people, which was insufficient to draw quantitative conclusions;
- according to the NHS Secondary User Service Admitted Patients database, there were four admissions to NHS hospitals in 2011-12 of four different individuals resident in Lewisham and having a primary diagnostic

code beginning F64 (trans-sexualism or gender identify disorder). Only one of these was for a full (male to female) gender reassignment. None of the admissions were to Lewisham Hospital.

- no service users in Adult Social Care have been identified as being transsexual.

Of the providers who support people with learning disabilities, no specific organisations provide positive opportunities for those in the gender reassignment group. Consideration should be given to the fact that people with learning disabilities can struggle with the concept of sexuality and sexual identity; and therefore it is unlikely that this characteristic would present itself during an assessment.

Mitigation

As a consequence it is unlikely that anyone from this group would be affected by the recommendations.

4.7 Marriage and Civil Partnership

The Equality Act protects against unlawful discrimination if you are legally married or in a civil partnership. A summary of data on marriage and civil partnership is set out in the box below.

Data summary for marriage and civil partnership

- In 2011 about half of Lewisham residents over 16 have never been married or in a civil partnership. This is higher than England as a whole.
- A third of over 16s in Lewisham are currently married or in a civil partnership (0.5% in civil partnership)
- 17% of residents (aged 16 and over) have been married or in a civil partnership but are now separated, divorced or widowed.
- Overall 65% of people attending day services unmarried, compared to 17% who are married or cohabiting.
- people with learning disabilities are either unmarried (96%) or their status is unknown. 52% of people with long term conditions are married, 24% unmarried and 14% divorced.

None of the people with learning disabilities are recorded as being married, whilst people with physical disabilities: older adults and those with long term conditions, 46% and 24% are married respectively. Older adults are the only group to include people who are widowed, which accounts for 13% (3 people).

Mitigation

Consideration of the characteristic of marriage and civil partnerships need only be in respect of eliminating unlawful discrimination. In this regard, no organisation providing day services have stated that they would exclude individuals who are legally married or in a civil partnership. Therefore, this characteristic should not be disproportionately affected under these recommendations.

4.8 Pregnancy and Maternity

Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding. A summary of data on pregnancy and maternity is set out in the box below.

Data summary for pregnancy and maternity

- for 2013 there were about 4,827 new babies recorded in official statistics as Lewisham residents; the General Fertility Rate is notably higher in Lewisham, at 68.1 live births per 1,000 women aged 15 – 54, than in England at 62.4 in 2013.
- Lewisham has an underlying population growth arising from its excess of births over deaths. In a typical year, there are more births (approximately 4,500-5200) than deaths (approximately 1,500-1,800) in Lewisham residents.
- No Adult Social Care service users have been identified as being pregnant or expecting a baby.

The current social care records system does not include any services users who are identified as being pregnant or expecting a child. This is included as part of the social care eligibility assessment where the individual's ability to look after their children is one of the "domains" used to measure if someone has eligible needs. If a service users were to become pregnant, an assessment would be undertaken to consider how that may affect their needs and what additional support would be needed.

Mitigation

The likelihood that people who attend day services would become pregnant are low but is taken into consideration. None of the organisations on the providers framework would discriminate against people who were pregnant or caring for a child. Depending on individual circumstance, service users would be provided with additional support if found to be pregnant.

Therefore we should expect people who use the proposed day services with this protected characteristic will not to be disproportionately affected.

4.9 Race

Race refers to the equality group of race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. A summary of data on race is set out in the box below.

Data summary for race

- according to Census data from 2011, 53.6% (147, 686) of all Lewisham residents are white (White British, White Irish and White European).
- currently people from a Black Caribbean, Black African and Black other ethnic background represent 27.2% (74,942) of the population.
- Within social care 62% of service users are white (White British, White Irish and White European).
- 31% of social care users are Black Caribbean, Black African, Black Mixed or Black other.

All of the current services support a wide range of service users from a variety of ethnic backgrounds. All organisations providing day services as part of the Framework are also required to make their services available to all sections of the community that require them.

Overall 45% of services users come from a White background, while 43% are from a Black background. This proportion is equally split than the general population of Lewisham or that normally found in Social Care. By comparison the number of people from other ethnic backgrounds is smaller, at only 11%.

This picture is similar in the older adults service and in Life Styles, where there is a split of approximately 40%-50% Black to White service users. Conversely in ISR and CNS there is a much higher proportion of people who are Black or from a BME group. In the CNS 70% are Black or from a BME ethnicity, while in the ISR only 30% of the service users are White.

As a consequence this would suggest that the move of the ISR to Ladywell could disproportionately impact people from BME backgrounds.

Mitigation

Overall the organisations who can provide alternative services work to support people with specific support needs and are not race specific. Historically the Council has funded organisations to provide culturally specific support, but in recent years this position has changed as the population has increasingly diversified leading to the provision of support based on individual needs.

People are provided a service according to their eligible needs as assessed by Adult Social Care, and individuals are helped by Support Planners to identify the activities and organisations which are most appropriate to support those needs, irrespective of race or other characteristics. All providers on the Framework agree to abide by the Council's Equal Opportunity Policy. This, along with the fact that all services are required to be fully accessible to all service users means that the recommendations are not considered to have a disproportionate impact relating to Race.

4.10 Religion or Belief

Religion has the meaning usually given to it, but belief includes religious and philosophical beliefs including lack of belief. Generally, a belief should affect your life choices or the way you live for it to be included in the definition. A summary of data on religion and belief is set out in the box below.

Data summary for religion or belief

- the most up to date information on religion or belief in Lewisham is from the Census of 2011. This revealed that nearly 64% of Lewisham residents described themselves as having a faith or religion, whilst around 27% of residents described themselves as having no faith or religion.
- amongst those residents that described themselves as having a faith or religion some 52.8% identified their faith as Christian, whilst 6.4% described themselves as Muslim.
- of other religions, Hindus represent 2.4% of the population, whilst Buddhists represent just over 1.3% of the population.
- in day services 54% of people identify as being from a Christian denomination while 34% have no religion recorded.
- 5% of people in day services describe themselves as Muslim, 1% Hindu and 5% a non-specific belief.

People who attend the Older Adults and Life Styles services are more likely to identify as being from a Christian denomination, with most being Christian, Church of England or Roman Catholic. This is especially true with older adults

where 75% of them are Christian and the remainder have either no identified religion or it there is no response. Most people who identify as being Muslim attend the CNS or ISR services, where 13% and 10% identify as following Islam respectively.

Mitigation

Similarly to Race, none of the organisations on the provider framework support specific religious beliefs or denominations, or are provided by particular faith groups. All providers and recommended organisations are required to allow residents from all religions and beliefs to use their services and so this protected characteristic should not be disproportionately affected.

4.11 Sexual Orientation

Sexual orientation is defined as whether a person's sexual attraction is towards the opposite sex, their own sex or to both sexes. A summary of data on sexual orientation is set out in the box below.

Data summary for sexual orientation

- There are no accurate statistics available regarding the profile of the lesbian, gay, bisexual and transgender (LGBT) population either in Lewisham, London or Britain as a whole.
- The Greater London Authority based its Sexual Orientation Equality Scheme on an estimate that the lesbian and gay population comprises roughly 10% of the total population.
- At the 2011 census 2% of over 16 year olds were cohabiting with someone of the same sex or were in a civil partnership, this is higher than both the England and London averages (0.9 % and 1.4% respectively).
- in the 2015 Annual Resident Survey, a question on sexual orientation found that 3% of respondents identified as lesbian or gay.
- 43% of people who attend day services identify as being heterosexual, with the remaining 57% either not stating a preference or not being recorded.

Sexual orientation is not very well recorded in social care records, with 56% of records not having orientation noted. This makes it difficult to consider the full implications that the recommended changes would have on this protected characteristic. Older adults are less likely to have a sexual orientation recorded, as only 17% have identified as being heterosexual, compared to services for younger adults where between 50%-60% have an identified sexual orientation.

Mitigation

As already stated, the organisations on the provider Framework agree to the abide by the Council's Equal Opportunities Policy and would not discriminate against a service user on the basis of their sexual orientation.

All organisations funded to provide support for Adult Social Care must allow individuals with any sexual orientation to access their service. The equal access to services for LGBT individuals and the mitigation of the equality focused organisations should ensure that the LGBT community is not disproportionately affected.

Overall Mitigation

The recommendations to Mayor Cabinet, while representing a significant change to the way in which day services are delivered, is not proposing to reduce people's access to services and support. Adult Social Care has been delivering a programme of modernising its local day service offer in line with the principles of choice and control by promoting the use of personalised budgets and direct payments. The principles of day service modernisation promote people as valued and active citizens, encouraging independence; and particularly for working aged adults, supported employment. The promotion of independence and choice extends to recommendation to give people a direct payment in order to choose how they travel to the activities they have chosen.

As part of its duty under the Care Act to develop the local market, the Council has worked with third sector partners to develop cost effective alternative day services and activities. The 'Communities that Care' and Faith Grants programmes have encouraged a range of 'non traditional' day service offers (e.g. 'Meet me at the Albany', Entelechy, the 'Allsorts' programmes and 'Community Connections'); as well as supporting the Access Lewisham volunteer driving scheme, which is also expanding to include providing travel buddies and independent travel training as part of its offer. Direct service procurement has also expanded the range and type of employment opportunities including cleaning social enterprises, community cafes and gardening schemes. This is in addition to continuing to commission day services at the Calabash Centre and Cinnamon and Cedar Court extra care services.

In order to ensure that people are offered a personal choice, all service users who will be impacted by the recommendations have been given an individual assessment of the eligible care needs. These will form the basis of support planning with the service users, which will identify suitable provisions from

appropriate third sector partners. In this way the Council supporting people to determine how, when and with whom their support needs will be met. Additionally, the proposal to develop the current day centers into Community Hubs will allow service users access to a wider range of universal activities provided at the same location by other, non-learning disability specific organisations.